DOCUMENT RESUME

ED 366 165 EC 302 769

AUTHOR	Geenen, Kristin; And Others
TITLE	Synthesis Report Update 1993: Recent Activities in National Goals, Standards, and Tests. Synthesis Report 8.
INSTITUTION	Minnesota Univ., Minneapolis. Coll. of Education.; National Association of State Directors of Special Education, Washington, D.C.; National Center on Educational Outcomes, Minneapolis, MN.; Saint Cloud State Univ., MN.
SPONS AGENCY	Special Education Programs (ED/OSERS), Washington, DC.
PUB DATE	Sep 93
CONTRACT	H159C00004
NOTE	71p.; For other reports in this series, see EC 302 768-773.
AVAILABLE FROM	University of Minnesota, National Center on Educational Outcomes, 350 Elliott Hall, 75 E. River Rd., Minneapolis, MN 55455 ($15).
PUB TYPE	Reports - Evaluative/Feasibility (142) -- Viewpoints (Opinion/Position Papers, Essays, etc.) (120)
EDRS PRICE	MF01/PC03 Plus Postage.
DESCRIPTORS	*Academic Standards; *Disabilities; *Educational Assessment; Educational Objectives; Educational Policy; Elementary Secondary Education; Evaluation Criteria; *National Competency Tests; *Public Policy; Special Education; Student Evaluation; Testing Programs
IDENTIFIERS	*Goals 2000; *National Assessment of Educational Progress

ABSTRACT

This report provides updated information on major national activities related to the development and assessment of educational outcomes of students with disabilities who are receiving special education services. The report reviews major initiatives in the areas of the national education goals (Goals 2000), standards, and national testing. The section reviewing the national education goals outlines 1993 progress toward each goal. The section on standards discusses content standards, performance standards, school delivery standards, and system performance standards, and discusses the establishment of criteria for standards. The section on national testing focuses on the history of the National Assessment of Educational Progress (NAEP), the push toward national testing, how NAEP might be adapted, and concerns about linking state/district assessments. The report finds that minimal movement was made nationally toward the recognition that "all students" includes students served in special education programs. There was some recognition of the issues surrounding students with disabilities, in the report that accompanied the Senate version of the Goals 2000 legislation. Appendices contain excerpts from the report of the Senate Committee on Labor and Human Resources on Goals 2000 and testimony of Martha L. Thurlow before the National Educational Goals Panel. (Contains approximately 70 references.) (JDD)

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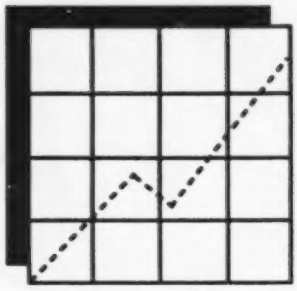

Synthesis Report Update 1993: Recent Activities in National Goals, Standards, and Tests

National Center on Educational Outcomes

The College of Education
UNIVERSITY OF MINNESOTA

in collaboration with

St. Cloud State University
and
National Association of State Directors of Special Education

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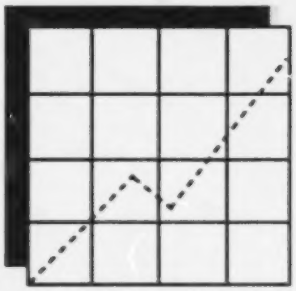

Synthesis Report Update 1993: Recent Activities in National Goals, Standards, and Tests

Prepared by:
Kristin Geenen, Hyeonsook Shin,
Martha Thurlow, and James Ysseldyke

National Center on Educational Outcomes

The College of Education
UNIVERSITY OF MINNESOTA

September, 1993

The National Center on Educational Outcomes (NCEO), established in 1990, works with state departments of education, national policy-making groups, and others to facilitate and enrich the development and use of indicators of educational outcomes for students with disabilities. It is believed that responsible use of such indicators will enable students with disabilities to achieve better results from their educational experiences. The Center represents a collaborative effort of the University of Minnesota, the National Association of State Directors of Special Education, and St. Cloud State University.

The Center is supported through a Cooperative Agreement with the U.S. Department of Education, Office of Special Education Programs (H159C00004). Opinions or points of view do not necessarily represent those of the U.S. Department of Education or Offices within it.

NCEO Core Staff:

Robert H. Bruininks
Patricia Grafstrom
Kevin S. McGrew
Dorene L. Scott
James G. Shriner
Gail E. Spande
Martha L. Thurlow, assistant director
James E. Ysseldyke, director

Additional copies may be ordered for **$15.00**. Please write:

Publications Office
NCEO
350 Elliott Hall
75 East River Road
University of Minnesota
Minneapolis, MN 55455

Table of Contents

Page

Overview 1

Six National Education Goals 2
- Goal 1 4
- Goal 2 6
- Goal 3 9
- Goal 4 11
- Goal 5 14
- Goal 6 21

Standards 23
- Content Standards 25
- Performance Standards 25
- School Delivery Standards 28
- System Performance Standards 28
- Establishing Criteria for Standards 29

National Testing 29
- National Assessment of Educational Progress (NAEP) 29
- The Push Toward National Testing 34
- Adapting NAEP to a National Test 35
- NCEST Recommendations 35
- Linking State/District Assessments 36
- National Testing Issues 37

Conclusion 42

References 43

Appendices 47
- A. Goals 2000 Report Language
- B. NEGP Testimony

Overview

Each year, the National Center on Educational Outcomes publishes updates on major national and state activities related to the development and assessment of outcomes. A specific focus of these updates is students with disabilities who are receiving special education services. As in the past, national activities have been separated from state activities, the latter being summarized most recently in a document entitled Special Education Outcomes 1992.

When national activities are summarized each year, the activities of most importance often are different from one year to the next. In the 1992 Update (see Madson, Gibney, Thurlow, & Ysseldyke, 1992), the summary was organized according to key policy groups and major reports that had been issued. As we moved into 1993, the potential impact of a changing administration and legislation was recognized. President Clinton was one of the leading governors working with the National Governors' Association and President Bush to formulate the six national education goals, the National Education Goals Panel, and its offspring, the National Council on Education Standards and Testing (NCEST). It would be unlikely that Clinton would drastically change any of the initiatives started under his leadership as a governor.

Soon after his inauguration, President Clinton nominated Richard Riley, former governor of South Carolina, to be the Secretary of Education. With his new Secretary in place, the Clinton administration began work on its education reform legislation, titled "Goals 2000: Educate America Act." The congruence between Goals 2000 and Bush's education reform bill, America 2000, is more than a similarity in names. Clinton's legislative bill pushed for the key initiatives started under Bush, namely the six national education goals, the National Education Goals Panel as a monitoring agency, and the establishment of voluntary national standards and assessments of them.

Goals 2000 promises to strike a balance between a federally-funded education reform movement and allowing states and school districts to retain local control. One example of proposed shared responsibility among levels of governance is the standards setting process. As proposed by NCEST, Goals 2000 would have local educators and policymakers develop standards and submit them for approval by the National Education Goals Panel and a newly established National Education Standards Improvement Council (NESIC). Another example is the push for local communities to produce reports on progress toward the six goals similar to those produced annually by the National Education Goals Panel. Toward this end, a handbook has been developed to help local communities develop these reports using multiple sources and multiple methods.

The third and fourth goals of the six National Education Goals are being given the most attention because of their link to well-defined standards keyed to world class levels of performance. The hope is that through the adoption of world class standards aligned with a voluntary, linked system of assessments, there will be high expectations for all students. Many different groups have already started to develop standards in various content areas. At the same time, some of the focus is now being shifted to school delivery standards and system performance standards, which have been identified as necessary to really evaluate the progress of educational systems. It is said that schools and school districts must be held responsible for assisting every student in reaching high standards of performance and knowledge.

More comprehensive studies are being proposed to better assess the current progress of American students toward the six goals. It is hoped that knowing where we are now will assist educators in determining where we should go in the future.

A variety of proposals for some type of national testing also have been made to encourage more effective teaching and increased educational outcomes. Some policy-making groups suggest a national test, while others recommend a national examination system. In its 1992 report, NCEST declared that "standards and assessments linked to those standards can become the cornerstone of the fundamental systemic reform necessary to improve schools" (p. 5). NCEST indicated that a new system of national

testing should be voluntary, developmental, and employ multiple methods rather than a single test. NAGB recommended that NAEP be expanded, not only to collect data on state-by-state performance but also to compare student performance to the standards on a district-by-district, school-by-school, and pupil-by-pupil basis. In contrast to NAGB's proposal for NAEP expansion, the U.S. Congressional Office of Technology Assessment called for the redesign of NAEP, citing problems with state-by-state comparisons.

Thus, standards and assessments became part of fundamental education reform within the national system. Comprehensive systemic reform was seen as affecting and involving all elements of the education system. Yet the extent to which students with disabilities were recognized within this system continued to be an issue.

In this update of national activities, we review the major initiatives in the areas of (a) the national education goals, (b) standards, and (c) national testing. NCEO's focus is on the role of students with disabilities in each of these. Unfortunately, it seemed that minimal movement was made nationally toward the recognition that "all students" includes students served in special education programs. Because of this, the discussion of the involvement of students with disabilities in major national activities primarily is presented within the Conclusion section of this document.

Six National Education Goals

The six national education goals (see Table 1) were adopted in 1990 by the nation's governors under President Bush (who later proposed the "America 2000" initiative), partially in response to the continued bleak findings reported since 1983 in A Nation at Risk (National Commission on Excellence in Education, 1983). The purpose of the national education goals was to set world class standards and goals to be achieved by our nation's youth. The assumption underlying this purpose is that tough educational standards reflecting the changing demands of the workforce will improve the nation's economic competitiveness. After the goals were adopted, the National Education Goals Panel (NEGP) was established to monitor progress toward the goals on an annual basis.

During 1992 and into 1993, the Goals Panel underwent substantial transformation, including membership changes reflecting the new president's commitment to local governance and the guidance of a new education initiative, Goals 2000. However, the charge, originally levied by the National Governors' Association (NGA), remained the same. It is the responsibility of NEGP to determine and report on the indicators of American students' progress toward the national goals. In order to accomplish these objectives, NEGP continues to report annual benchmarks related to reaching these goals, select measures and appropriate tools for assessing progress within each goal area, determine baselines for comparative analysis, and publish an informative, comprehensible annual report on the current progress toward these goals (NEGP, 1992f).

In 1992, NEGP published the first annual handbook for local goals. This document contains the six goals, objectives for each goal, questions for encouraging a discussion on whether the goals and objectives are being met by local communities, and measures used by NEGP to answer these questions. This information is to be used as a guide at the local level for monitoring and reporting students' progress toward the six national education goals (NEGP, 1992d).

The second annual NEGP report, The National Education Goals Report 1992: Building a Nation of Learners was released in September 1992. It summarizes the findings of such groups and individual investigators as Dr. Harold Stevenson, the National Assessment of Educational Progress (NAEP), the National Center on Education Statistics (NCES), the National Education Longitudinal Study of 1988 (NELS: 88), the International Assessment of Educational Progress (IAEP), and several others. One finding that continued to apply to all goals is that America is too complacent about its educational shortcomings. It is suggested that the American view of education as an "obstacle to overcome rather

Table 1

The National Education Goals

1.	All children in America will start school ready to learn.
2.	The high school graduation rate will increase to at least 90 percent.
3.	American students will leave grades four, eight, and twelve having demonstrated competency in challenging subject matter, including English, mathematics, science, history, and geography; and every school in America will ensure that all students learn to use their minds well, so they may be prepared for responsible citizenship, further learning, and productive employment in our modern economy.
4.	U.S. students will be first in the world in science and mathematics achievement.
5.	Every adult American will be literate and will possess the knowledge and skills necessary to compete in a global economy and exercise the rights and responsibilities of citizenship.
6.	Every school in America will be free of drugs and violence and will offer a disciplined environment conducive to learning.

than an investment in the future" may interfere with attaining the desired outcomes of Goals 2000 (NEGP News, 1992b).

A second finding reported by NEGP was the absence of a sufficient data collection procedure for measuring the progress of our students toward achieving many of these goals. Currently, a subgroup of NEGP is designing an Early Childhood Assessment System for measuring progress toward Goal 1. Similarly, an Action Team on Lifelong Learning will attempt to improve training programs in order to keep the U.S. competitive within a global economy. Crucial to the effectiveness of this group will be the development of a national collegiate assessment system and an international workforce standards and indicators assessment system. A third assessment area targeted for improvement is collecting data on state dropout rates. NEGP hopes that such an improved assessment system will be designed to collect data on student progress within all six goal areas. The advances made by NEGP during 1992 toward developing accurate and reliable assessment procedures for measuring student progress toward each goal is examined briefly in this section, along with implications for future improvements in national and state assessment systems.

Goal 1

The 1992 Goals Report cites evidence that U.S. educational achievement deficits relative to other nations with which we compete may be present as early as first grade. For example, Stevenson and Lee (1990) found that kindergarten and first grade Minneapolis students were outperformed by their same-age-peers in Taiwan and Japan on mathematics achievement tests. This discrepancy apparently grows throughout the elementary and secondary school years. However, this study was based on a small sample of students (6,000), and it excluded children identified as "mentally retarded" and children who had serious linguistic, emotional, or personal problems. Currently there are no international studies comparing the educational status of all the children of a nation who are entering school. In fact, there is no system for directly measuring the nation's progress toward enabling all children to start school ready to learn. NEGP recommended the development of an Early Childhood Assessment System to address this deficiency.

On September 4, 1991, a subgroup of the Goals Panel, the Goal 1 Resource Group and Technical Planning Subgroup, proposed a multidimensional, multi-source, multi-method assessment procedure for collecting national information on school readiness. This system would attempt to sample the pattern of skills and experiences acquired by young children within each of the following developmental domains:

(1) **Physical well-being and motor development** which includes rested, immunized children who receive proper nutrition, and the development of skills such as running, jumping and using crayons and puzzles.

(2) **Social and emotional development** is conceptualized as the "sense of personal well being that allows a child to participate fully and constructively in the classroom."

(3) **Approaches toward learning** include the qualities of motivation, curiosity, cooperation, and persistence which enable students from all cultures to maximize their learning.

(4) **Language usage** defined as the oral and written language skills that allow children to communicate effectively.

(5) **Cognition and general knowledge,** which includes familiarity with basic information such as knowledge of patterns and relationships, causes and effects, and solving problems in every day life.

This information would be collected from multiple sources, through multiple methods including parent reports, teacher reports, performance portfolios, and profiles of children's skills, knowledge, and development. During March, 1992, NEGP passed a resolution supporting the development of this Early Childhood Assessment System which aims to provide comprehensive information to policy makers about the status of the nation's children (NEGP, 1992g). The Panel concurred with the subgroup's commitment to collecting information from a representative sample and reporting these results in a manner that does not label children. One safeguard, recommended by the subgroup to reduce the risk of labeling or tracking children, is to use a matrix sampling approach, whereby no child would participate in all parts of the assessment. Furthermore, a national sample of students would be assessed only every three years in order to reduce the cost of data collection and inhibit potential misuses of the assessment instruments for classifying individuals or groups of students. Data from the national sample would be collected at three different points in time, before kindergarten, upon entry into kindergarten, and during kindergarten (NEGP News, 1992a).

The responses elicited by the Goals 1 subgroup, from a diverse group of concerned individuals, targeted the in-school, kindergarten year assessment component of the system. Overall, the reaction to this assessment approach was very positive (Price, 1992). However, three fundamental concerns were raised. The first requested reassurance that resources and efforts directed toward the development of a national assessment system would not divert resources from programs and services that directly benefit children. Almost since its inception, the readiness goal has been accompanied by objectives for mobilizing empirically supported effective social and health care services. These objectives, deemed necessary for achieving goal one, are:

- All disadvantaged and disabled children will have access to high quality and developmentally appropriate preschool programs that help prepare children for school

- Every parent in America will be a child's first teacher and devote time each day helping his or her preschool child learn; parents will have access to the training and support they need.

- Children will receive the nutrition and health care needed to arrive at school with healthy minds and bodies, and the number of low-birth weight babies will be significantly reduced through enhanced prenatal health systems.

Progress toward these objectives in 1992 was monitored by the National Governors' Association Action Team on School Readiness. Last year, the team published the report Every Child Ready for School, which provides benchmarks for tracking state progress on school readiness initiatives such as improving the quality and access to early childhood programs, creating family centers to provide comprehensive services, encouraging parental support, increasing access to maternal, prenatal, and infant health care (National Governors' Association, 1992). This report provides a cost-benefit analysis of many prevention programs in order to facilitate gubernatorial designs, implementations, and monitoring of state efforts to achieve the readiness goal. These indirect measures of the breadth and effectiveness of various programs are recommended for use until the panel develops the Early Childhood Assessment System (ECAS) (NEGP, 1992g). It is hoped that the ECAS will provide direct measures of children's school readiness.

A second concern raised by the respondents to the Goal 1 Resource Group and Technical Planning Subgroup's Early Childhood Assessment System was that too much of the burden of readiness is placed upon the individual child (Price, 1992). Specifically, these respondents warned that assessment results should not be reported separately from contextual information on children's development and educational experiences. Therefore, indirect measures of children's health, home life, and access to preschool programs should continue to be monitored. Key new findings under these domains, for state and national samples, are provided in the 1992 Goals Report. Some of these findings were:

- A slight increase occurred in the proportion of mothers receiving late or no prenatal care
- Black infants were twice as likely as infants from other racial/ethnic groups to be below the standard for low birth weight
- Less than half of all preschoolers were read to daily
- Increases occurred in preschool program enrollments for all children regardless of family income

A third warning to the Goals Panel in response to the Early Childhood Assessment System was that extreme caution be exercised to prevent inappropriate and inaccurate labeling and tracking of children (Price, 1992). This concern is founded on a historical precedence that includes denying children educational services because they were assessed to not be ready for school. The practice of exclusion or seclusion based upon an evaluation of the fit or lack of fit "between a child's characteristics and the institutions perceived mission" must be avoided (Smith, 1992). Due to the shift in focus of many kindergarten programs away from promoting socialization and play, toward preparing students for the academic requirements of first grade, an increasing number of students are discouraged from entering kindergarten (Cosden, Zimmerman, & Tuss, 1993). The ECAS should not promote this practice of exclusion. The Goal 1 Technical Subgroup hopes that the sampling approach recommended to the Goals Panel will inhibit such misuse of the ECAS.

The Panel has worked to coordinate its development of the Early Childhood Assessment System with the National Center for Education Statistics (NCES). NCES is in an early stage of developing a longitudinal study of early childhood education that would be compatible with many of the characteristics of the ECAS. By following cohorts of newborns and kindergartners, the NCES Early Childhood Longitudinal Study, planned for 1996, will collect information pertinent to the five domains of school readiness identified by the NEGP (Bobbitt, Quinn, & Dabbs, 1992). The study will collect information through multiple methods, including an analysis of kindergarten teacher characteristics (Bobbitt et al., 1992). In addition, NCES is designing a survey of kindergarten teachers that will provide some interim information on school readiness that can be used in the 1993 Goals Report. Currently, school readiness is the least well measured goal area. Much of what we know about school readiness comes from indirect health measures. The National Center for Health Statistics provides data on trends in prenatal care, birth weight, and immunization. Additional measures of early childhood experiences are provided by the 1991 National Household Education Survey (NHES). NHES collected data from parents on the educational activities of their young children (Bobbitt et al., 1992). There are plans to repeat this study in order to gather trend data. Table 2 provides a summary of the major activities related to Goal 1.

Goal 2

Progress toward the second goal, increasing the nation's high school graduation rate, is also measured by the National Center for Education Statistics (NCES) and periodically, by the decennial Census. NCES collects data on the completion rates and reasons for dropping out of school from a national representative sample of 60,000 dwelling units. The findings of this study, reported in the 1992 Goals Report and in Dropout Rates in the United States: 1991 (NCES, 1992), include:

- the proportion of students who dropped out during 1991 was 4%
- the proportion of 16- to 24-year-olds who had dropped out by 1991 was 13%

Table 2

Major Activities Related to Goal 1

Goal 1: Readiness for School

Early Childhood Assessment System (ECAS)

- System to directly assess the pattern of skills and experiences acquired by young children within five developmental domains
- A subgroup of the goals panel has defined and received reactions from stake holders to these domains
- In March 1992, NEGP passed a resolution in support of the ECAS. However, no dates were provided for its completion and implementation

The 1991 National Household Education Survey may be repeated to provide trend data on early childhood experiences.

- the completion rates for Hispanics remains consistently lower than rates for other groups

- the main reasons for leaving school were not liking school and not being able to keep up with school work.

The decennial census data provide the percentages of two cohorts (19- to 20-year-olds and 23- to 24-year-olds) that received high school credentials for each state, major city, and the nation. However, these data will not be updated until the year 2000. In order to more closely monitor dropout rates, NEGP adopted a resolution in March, 1992 to develop a Voluntary State/Local Student Record System (VS/LSRS). This system would be designed to (a) collect accurate and comparable data on student completers and dropouts at the state level, (b) describe the experiences of students as they move through school, and (c) improve the quality of decision making at the national, state, district, and school level through an enhanced information processing capacity (NEGP, 1992g). This comprehensive system would require the standardization of reporting on different types of high school completion credentials across the states, the standardization of reporting key student characteristics such as demographic information, and designing a method for tracking students who transfer to another school both within and across state lines (NEGP, 1992g). The feasibility of linking the VS/LSRS to measuring progress toward other National Education Goals was outlined by the Goal 2 Technical Planning Subgroup in a recent report, Goal 2 TPS on Core Data Elements (NEGP, 1993a). This report provides indicators and definitions for measuring progress toward all the goals and recommends units of data to be collected by state and local education agency staff. Data elements related to the high school graduation goal included school exit date, status upon exit, types of credential received, and cohort year. Furthermore, the subgroup recommended that data collection should not focus solely on monitoring progress toward the goal, but also include data that are essential for effective school management.

A final component of the March resolution was to attempt to build the VS/LSRS upon existing state systems, while recognizing the varying capabilities and resources available to each state. Currently, all states collect exit data on students with disabilities to report to the Office of Special Education Program (OSEP). However, initial findings of state surveys indicate that only 15% of the states now have a comprehensive student record system for monitoring all children (Pallas, 1992). Many states (73%) reported that they are considering implementing such a system. In depth interviews with knowledgeable officials from 11 states found possible barriers to implementing a State/Local Record System to include:

- a lack of resources or time to train local staff in how to implement new systems

- opposition of local districts to statewide student record systems due to a concern that data will be used by the state for inappropriate accountability purposes, and thereby jeopardize local autonomy

- concern for data confidentiality, privacy and security, whereby people tend to equate automation with access. (The Subgroup recently noted that state, local, and federal laws such as the 1974 Family Educational Rights and Privacy Act may need to be revised to reflect changes in student record maintenance.)

The study of current state practices also found the pace of system development to vary across states since "data needs, resources, traditions and legislative mandates differ substantially from one state to the next" (Pallas, 1992). Because of this variability across states, providing technical assistance and generating greater resources and political commitment for student record systems may be more valuable than developing a prototype system. The Technical Planning Subgroup on long-term strategies for

measuring progress toward Goal 2 recognized this concern and recommended that a national system that meets the needs of all levels be designed and implemented with the help of the federal government.

An increasing number of national activities may assist local and state education agencies in improving their student record systems. The National Center for Education Statistics (NCES) is organizing state and local agency staff meetings to discuss and learn about progressive activities in reforming student record systems and has appointed a task force on Automated Information Retrieval Systems (AIRS) to conceptualize ways of incorporating automation into data maintenance. The Council of Chief State School Officers (CCSSO), under a contract with NCES, developed a report entitled Student Data Handbook for Elementary and Secondary Education, containing terms and definitions of data elements deemed to be "best practice" for maintaining information on students. Included in this handbook is a common coding classification system for school participation and activities that will enable schools to report on students' enrollment in courses and their opportunity to learn various subject matter (Bobbitt et al., 1992). The Student Data Handbook, and a Teacher Data Handbook, are expected to be released to the public soon. The CCSSO is also developing a system for electronically exchanging information among school districts, state education agencies, and post-secondary institutions. The core data elements contained within this exchange will be only a portion of the entire student record, and are considered essential for student educational assessments and placement decisions.

This year, the NCES Common Core of Data (CCD) will begin to assemble data on the number of dropouts by gender, and by race/ethnicity for grades 7 through 12 (Bobbitt et al., 1992). In addition, NCES will continue to collect data on educational persistence from the National Educational Longitudinal Survey of 1988 (NELS:88). This and the other major activities related to Goal 2 are summarized in Table 3.

Goal 3

The primary source of data for measuring state and national progress toward Goal 3, student achievement and citizenship, is the National Assessment of Educational Progress (NAEP). NAEP assesses the performance of state and national samples of students in core subject areas (English, mathematics, science, history, and geography). NAEP rates student achievement across grade levels on a common 0 to 500 metric. In 1990, NAGB established competency levels for some subjects in order to allow NAEP data to be reported in terms of what students should be able to do at each grade. These competency levels are consistent with the national standard setting efforts underway in each content area. NAEP is a program that has its own history and issues. These are summarized briefly in a separate section under National Testing.

Current data on the frequency and success of 12th grade students taking Advanced Placement examinations in English, mathematics, science, and history are reported by the College Board; they also are data used to monitor progress on Goal 3. Another source of data is the National Education Longitudinal Study of 1988 (NELS:88). This study, sponsored by NCES, has monitored the progress of a national sample of students who were in 8th grade in 1988. Unfortunately, this sample is too small to provide state comparison data. As 10th graders, the students were administered four tests, reading comprehension, mathematics, science, and history/citizenship/geography. Each test was designed to assess student performance as low, middle, or high achieving. Because of the quality (longitudinal and detailed) and quantity of the data collected from these different sources, we have a very good idea of how most students are performing in the core subject areas. However, many of these data collection programs do not consistently include children with disabilities. Often accommodations are not made available for children on IEPs and the sampling procedures used by these studies do not allow for adequate analysis of groups, nor subgroups, of children with disabilities. For example, half of all students with disabilities were excluded, in an unsystematic manner, from the 1990 NAEP Trial State assessment. For more information on inclusion in national data collection projects see the NCEO report, Inclusion of Students with Disabilities in National and State Data Collection Programs (McGrew, Thurlow, Shriner, & Spiegel, 1992).

Table 3

Major Activities Related to Goal 2

Goal 2: High School Completion

Voluntary State/Local Student Record System (VS/LSRS)

- System designed to standardize the reporting process on student outcomes related to the six goals
- The feasibility of developing VS/LSRS is outlined in the NEGP Goal 2 TPS on Core Data Elements report

NCES has organized a task force on Automated Information Retrieval Systems (AIRS) to streamline data collection and maintenance.

NCES Common Core of Data will begin this year to collect data on dropouts.

NELS:88 recently released a report on the educational persistence of their now 12th grade sample. The study will be repeated in 1994.

CCSSO, under contract with NCES, will soon release reports, entitled Student Data Handbook for Elementary and Secondary Education and Teacher Data Handbook for Elementary and Secondary Education, that outline the "best practice" for maintaining information on students.

The Census will collect data on dropout in the year 2000.

NEGP recommends that NAEP sample more frequently, including state data, and the inclusion of other subject areas such as the arts, foreign language, and citizen/government. One of the objectives for reaching Goal 3 is to substantially increase the percentage of students who are competent in more than one language. Yet, national data collection in this area lags behind that of the core subject areas. The College Board reports on percentages of 11th and 12th graders who pass advanced placement exams in foreign language and fine arts, but no information exists on students not participating in advanced classes.

A second Goal 3 objective is for all students to be involved in activities that promote and demonstrate good citizenship, community service, and personal responsibilities. While there are pieces of information on student citizenship achievement, there are no state-by-state data. In fact, only two or three states attempt to assess knowledge of citizenship. In a report to the NEGP, the Goal 3 Technical Planning subgroup on citizenship recommended that knowledge of citizenship be added to the list of academic subjects to be assessed by NAEP's state-by-state data collection activities. The status of collecting information on two other indicators of citizenship, community service and voter registration of 18- to 20-year-olds, is also examined in this report. The subgroup recommended that NEGP operationally define community service in a manner that links service to an academic curriculum and promotes an opportunity for students to reflect (NEGP, 1992b). It was also recommended that NEGP collaborate with the Commission on National and Community Service to analyze the effectiveness of the $16.3 million K-12 grant programs awarded by the Commission to promote service learning and community service.

Voter registration is currently monitored primarily by the Census Bureau. However, the samples are too small to provide state data and information is only collected every 10 years. The subgroup recommended that NEGP encourage governors to report the number of 18-year-olds registered to vote in their states. Furthermore, NAEP should collect descriptive data on school support for voting such as the curriculum's link to voting process.

A final recommendation made by the subgroup proposed that national standard-setting efforts be extended from the five core subjects to citizenship education, foreign languages, and the arts. The subgroup insisted that "an informed citizenry, willing to contribute to problem solving and skilled in working through situations with others," is as important to the nation's future as student performance in traditional academic subjects and workforce preparation (NEGP, 1992b). Table 4 provides a summary of major activities related to Goal 3.

Goal 4

The fourth goal, being first in the world in science and mathematics, most clearly places American educational performance within an international context and emphasizes an area of improvement necessary for securing America's competitiveness within the global economy. Unlike other core subjects identified by Goal 3, American students are consistently outperformed by students in other developed countries on tests of mathematics and science. This discrepancy has been found by numerous studies over the past three years, including the most recent results of the International Assessment of Educational Progress. The results of the 1991 IAEP found American 13-year-olds to be outperformed on a science test by students in Hungary, Korea, and Taiwan, and outperformed by students in these countries as well as Switzerland and France on a mathematics test.

Paradoxically, these U.S. students did not report receiving less instruction time in these subjects than their international counterparts. Rather, differences in the quality of instruction seem to be more important to academic achievement. Furthermore, student activities outside of school may influence the achievement gap. For example, the American 13-year-olds who participated in the IAEP study were found to spend less time on science and math homework and more time watching television than their international counterparts. Another factor that may contribute to the discrepancy in American and international student achievement is the decline as children grow older in positive attitudes about science and mathematics. This decline is most notable for females and corresponds to the decline in the

Table 4

Major Activities Related to Goal 3

Goal 3: Student Achievement and Citizenship

National Assessment of Educational Progress

- NEGP adopted a resolution to use NAEP as the primary source of data for monitoring progress toward Goals 3, 4, and 5.
- NAEP has been approved funding for collecting trial state reading assessments for grade 4.
- NAEP will assess a national sample of students' progress in History, Geography, and Reading in grades 4, 8 and 12 in 1994.

The College Board provides an annual account of the number of 12th grade students participating in Advanced Placement examinations in English, mathematics, science, history, fine arts, and foreign language.

NELS: 88 longitudinal study will continue to monitor the educational achievement of students in their sample within the core content areas. A short report on the academic achievement of the 12th graders will be released soon.

Census Bureau Collects data on voter registration; these data will be updated in 2000.

Currently, data collection efforts in the areas of citizenship have been sparse. Groups have been formed (e.g., NEGP-Goal 3 TPS on Citizenship, Commission on National and Community Service, etc.) to encourage the instruction and assessment of student community service. Little state data and no national data are available on student knowledge and demonstration of citizenship.

international standing of American students in these subjects. Our younger students perform comparatively well on tests of mathematics and science achievement, but by the age of 13, these students' standing in this subject area is well below those of our international competitors. American students' loss of interest, and decline in performance may be due to the great variability among elementary classrooms' exposure to science, the small proportion of elementary students who receive instruction from teachers specially trained to teach mathematics or science, outmoded instruction in mathematics and science (few elementary students use calculators or computers regularly), and ability tracking, which causes low performing students to be exposed to less advanced content and more review.

The three objectives for Goal 4 are:

- Math and science education will be strengthened throughout the system, especially in the early grades.
- The number of teachers with a substantive background in mathematics and science will increase by 50 percent.
- The number of U.S. undergraduate and graduate students, especially women and minorities, who complete degrees in mathematics, science, and engineering will increase significantly.

Progress toward achieving objectives 1 and 2 is monitored through a number of sources, including the National Center for Education Statistics and the College Board. NAEP's 1990 assessments provided trial state data on student achievement in mathematics, as well as information on instructional practices. The 1991 School Staffing Survey updated previous state information on the preparation of math and science teachers.

Work is currently underway to improve direct measures of the progress of American students toward becoming first in the world in science and math. The Goals Panel has promised to promote international comparison assessments that are technically adequate, useful, and sensitive to world-class standards. The International Assessment of Educational Progress (IEAP) has developed a pilot test that includes performance assessments designed to better reflect the mathematics and science curricula of most countries (Semple, 1992). Five countries participated in this optional component of the 1991 IAEP survey. Under the supervision of a trained assessor, students completed a series of tasks designed to assess such skills as measurement, observation, and hypothesizing, which cannot be assessed adequately with pencil-and-paper tests alone. The results of this "international experiment" include:

- performance assessments can be used reliably in international comparative studies at an estimated cost three to four times greater than written tests
- teachers and students responded enthusiastically to the assessment approach
- certain equipment and materials have problems that need to be addressed

Additional pilot tests were recommended since performance assessments promise to provide a rich source of information on how students perform practical tasks.

A wealth of information relevant to progress toward the fourth national goal is expected to be collected by the International Association for the Evaluation of Educational Achievements' (IEA) Third International Mathematics and Science Study (TIMSS). TIMSS will assess student achievement in 50 countries during 1993 and 1994 by administering a 90 minute multiple choice exam and a one hour performance test, and collecting answers to background questions on schools, teachers, and curriculum (Ambach, 1993). Domestic variations will be allowed so that each country is able to meet its own needs.

In order to link NAEP state and national data to TIMSS, CCSSO has recommended to NAGB that NAEP state assessments in mathematics and science be conducted in 1995. This and other major activities related to Goal 4 are presented in Table 5.

Goal 5

The fifth national education goal promotes adult literacy, internationally competitive work skills, and informed citizenship. Collecting comprehensive information on attainment of this goal has proven difficult. For example, we do not know what types and levels of literacy skills adults possess within and across major subgroups (Education Testing Service, undated). In 1985, information on the literacy achievement of Black, Hispanic, and White 21- to 25-year-olds was assessed by NAEP. This Young Adult Literacy Survey (YALS) was administered by ETS to collect data on the nature and extent of the literacy problem among young Americans. The definition of literacy used by YALS is:

> Using printed and written information to function in society, to achieve one's goals, and to develop one's knowledge and potential.

As in other NAEP assessments, literacy achievement was scaled on a 0 to 500 metric, and different levels were designated to indicate proficiency within each of three different types of literacy. These three literacy scales, which also have been used by more recent literacy assessments, are as follows:

> **Prose** literacy tasks involve the knowledge and skills needed to understand and use information from texts that include editorials, news stories, poems, and fiction.
>
> **Document** literacy tasks involve the knowledge and skills required to locate and use information contained in job applications or payroll forms, transportation schedules, maps, tables, and indexes.
>
> **Quantitative** literacy tasks involve the knowledge and skills needed to apply arithmetic operations, either alone or sequentially, that are embedded in printed materials, such as balancing a check book, figuring out a tip, completing an order form, or determining the amount of interest from a loan advertisement. (Education Testing Service, undated)

A young adult who demonstrated an ability to synthesize the main argument from a lengthy newspaper article would receive a score of 350, which is within the highest proficiency level, on the test of prose comprehension. The results of this literacy assessment found most young Americans to be using written information at the most basic level. All but 3% demonstrated functional skills; however, only 13-14% of the NAEP participants were able to process and synthesize many pieces of information.

Five years later, ETS collected data for the Department of Labor on the literacy skills of a different group of Americans. The Workplace Literacy assessment measured the literacy proficiencies of eligible applicants for services under the Job Training and Partnership Act (JTPA), Employment Service (ES), and Unemployment Insurance (UI) programs. The target population of many of the JTPA programs includes economically disadvantaged adults and youths, dislocated workers and other groups who face serious barriers to employment (NEGP, 1992f). The ES applicant group overlaps with UI recipients. These state run services assist job seekers in finding employment and provide job counseling services to persons with disabilities and temporary income protection for involuntarily unemployed workers. Background information on parental education, respondent education, reading materials in the home, and poverty level was collected. However, persons with disabilities were not identified, so no comparison data were collected for this subgroup (Kirsch & Jungeblut, 1992). The results of the Workplace Literacy Assessment indicated that few job seekers had reached the most advanced levels of proficiency within either prose, document, or quantitative literacy (Kirsch, Jungelblut, & Campbell, 1992).

Table 5

Major Activities Related to Goal 4

Goal 4: Science and Mathematics
The International Assessment of Educational Progress (IAEP) has recently developed a pilot test that includes many performance assessments. The 1991 IAEP administrations indicated a low standing for American students relative to those of other developed countries in the areas of math and science. The Third International Mathematics and Science Study (TIMSS) will assess student achievement in 50 countries during 1993 and 1994. NAEP has recently completed its second trial-state mathematics assessment. The mathematics skills of a national sample of 4th graders was assessed in 1992.

In September 1989, NCES funded the Educational Testing Service to conduct a four year comprehensive national and state literacy survey. Approximately 13,000 adults from 16 to 64 years of age were assessed by the National Adult Literacy Survey (NALS) during a face-to-face interview consisting of simulation tasks and background information. Many of these tasks are identical to the ones used in the NAEP and DOL assessments. This will facilitate accurate comparisons of different groups and cohorts' literacy achievement. For example, the performance of the NAEP 1985 young adults may be compared to that of the NALS 21- to 25-year olds to examine current national trends in literacy skills, or to the 28- to 33-year-old NALS participants to indicate the development of literacy skills over the life course. The NALS results for the national sample is scheduled for release in September, 1993. NALS data collected from 12 participating states should be available by December, 1993. The results will be of particular interest to the special education community because the originally planned sampling frame (which called for skipping any home in which the respondent could not read) was changed after this sampling plan was revealed (see McGrew et al., 1992). In the current NALS data, respondents who were not able to read were given a score of zero.

The objectives for reaching the fifth goal, increasing literacy and work skills, are:

- Every major American business will be involved in strengthening the connection between education and work.
- All workers will have the opportunity to acquire the knowledge and skills, from basic to highly technical, needed to adapt to emerging new technologies, work methods, and markets through public and private educational, vocational, technical, workplace, or other programs.
- The number of high-quality programs, including those at libraries, that are designed to serve more effectively the needs of the growing number of part-time and mid-career students will increase substantially.

The 1992 Goals Report noted that the skills needed to be an effective worker and citizen are becoming more complex, yet American adults generally fail to see the link between adult learning and their own standard of living. Furthermore, most post-secondary education provided by businesses benefit workers who are already well educated (NEGP, 1992f).

In order to allow workers with all types of educational backgrounds to experience greater productivity through acquiring higher levels of knowledge, the National Workplace Literacy Program was established. This program is funded under the National Literacy Act to encourage lifelong learning and promote literacy. The National Literacy Act of 1991 amended the Adult Education Act. The National Workplace Literacy Program, under this Act, works to establish partnerships among business, workers and educators to promote "transforming the work environment of yesterday to that of tomorrow" (U.S. Department of Education, 1992). Included in this workforce transition is a shift in our economy from a traditional production organization to a high performance organization. The National Workplace Literacy Program assists business in forming partnerships with educators in order to provide the continuing education valued by this new type of organization (U.S. Department of Education, 1992). The objective of the National Workplace Literacy Program is to provide funding, in the form of grants, to local projects that:

- improve basic skills for employees
- improve employees' performance
- model curriculums for industries
- institutionalize programs and replicate them at new sites

Examples of exemplary projects are provided in the report, Workplace Literacy: Reshaping the American Workforce (U.S. Department of Education, 1992). The most common education partners are community colleges and the grant recipients are likely to be members of the manufacturing industry.

Progress toward assessing the effects of literacy programs upon the nation as a whole, and comparing American literacy to that in other developed countries has begun. Specifically, NEGP will report on how American workers compare internationally and what college students have learned from their college experience. Two technical groups have been formed by NEGP to improve data collection efforts on international workforce comparisons and collegiate attainment and performance.

The Goal 5 Technical Planning Subgroup on International Workforce Skills wrote in their July, 1992 report to the National Education Goals Panel, that the relationship between national investments in education and training and the results of those investments in terms of our ability to compete economically is one of the most important interactions to measure and understand. In fact, the current education reform movement is fostered by a growing concern for our nation's economy. Without a skilled workforce, individuals' standards of living are expected to drop and our nation as a whole will become poor as good jobs flow to other countries (NEGP, 1992c). Therefore, the International Workforce Skills subgroup seeks to examine the nature of skill deficiencies and find possible solutions for promoting these skills in an economically sound manner. Five areas have been targeted for collecting comparison data. These are: basic literacy; occupation-specific skills; values, beliefs and attitudes; opportunity to develop skills; and work organization. The subgroup has suggested specific questions that need to be investigated within each area and has generated some possible methods for collecting this information (see Table 6).

Basic literacy involves more than reading and writing. Therefore, the subgroup recommends examining the basic mathematics, native language and science skills of the American workforce and those of other nations within real-life settings. Information on the basic literacy achievements of workers from different countries within the same industry, who hold similar jobs and have experienced the same number of school years would be the most helpful for designing programs that effectively and efficiently increase American workforce skills (NEGP, 1992c).

Directly measuring the specific skills performed by workers from all occupations would prove too costly. The subgroup recommended that beyond sampling workers' basic skills, anecdotal information should be used for comparative data (NEGP, 1992c). For example, a manager of a leading Italian building materials firm informally assessed the workers in their Philippines plant to be more skilled than those in their plant in the United States. These types of insights, while nonobjective and nonsystematic, would provide comparisons of American technical skills and those of our international competitors, as well as the views of managers who decide where to locate their businesses.

The values, beliefs and attitudes of American workers have recently become the focus of investigations. The Meaning of Working research project interviewed a random sample of the labor force in Flanders, West Germany, Japan, and the United States and found some stark contrasts (NEGP, 1992f). For example, American workers were found to be less likely than their German or Japanese counterparts to be unsatisfied with their current job skills, and were more likely to predict that their current skills would be adequate for future changes within their vocation. This finding has strong implications for the motivation of American workers to become involved with training programs (NEGP, 1992f). This study did find Americans to have a more positive attitude about the importance of work in their lives (NEGP, 1992f). Many employers value these qualities in their workers more than knowledge in math, English or even skills involved in operating a particular kind of equipment (NEGP, 1992c).

Table 6

Data Collection Recommendations of the International Workforce Skills Subgroup

Skill Area	Recommendations

Basic Literacy	• Examine basic math, native language, and science skills in real-life settings
	• Make comparisons of workers from different countries
	  • Within the same industry
	  • Who hold similar jobs
	  • Who have experienced the same number of school years

Occupation-Specific Skills	• It is too costly to directly measure skills from all occupations • Anecdotal information could be used for comparisons
Values, Beliefs, and Attitudes	• Support Meaning of Work research project
Opportunity to Develop Skills	• Examine resources provided by employers to develop workers' skills • Develop economic indicators that assess productivity and skill of workers • Join other countries in planned international studies
Work Organization	• Examine level of skill required of employees

The subgroup recommended that the resources provided by employers for developing their workers' skills be examined. In order to examine workers' opportunity to acquire the needed skills after being hired, it is necessary to determine the organization of the business and its influence upon promoting skill acquisition, the size of the investments made for skill development, and how those investments are allocated across classes of employees. The organization of a business determines the level of skill required for its employees to complete their work. For example, some firms are organized so that the most front-line workers do not need complex skills to complete their jobs. Thus, low productivity may not be the result of poor worker skills but due to organizing structures that reduce the need for skilled workers and reduce motivation (NEGP, 1992c).

Since the economic well-being of America is dependent upon the productivity and skill of its workers, the international workforce subgroup recommended developing economic indicators that assess these factors and gauge the effectiveness of the education reform program. A few of these indicators are changes in real wage, rates at which managerial and professional jobs are growing or declining, rates of employment, productivity growth, and relative income equality. The subgroup also warned that even though investments in skill training have a higher payoff than any other form of investment, it takes a long time for the benefits of these investments to be displayed in improved economic growth.

The individual and national return on investing in training, and the current status of American work skills compared to our competitors, may be examined through a number of methods. The Subgroup suggested that the U.S. "piggyback" on several planned international studies (NEGP, 1992c). For example, the U.S. could join Japan, Singapore, Korea, Mexico, and Columbia in participating in a Survey of Worker Training in the manufacturing industry, sponsored by the World Bank (NEGP, 1992c). The Goals Panel may also facilitate the U.S. participation in the International Study of Adult Literacy planned by ETS and Statistics Canada.

A third research project, from which the U.S. may gain valuable information, is the Education and Training 16+ studies sponsored by the Organization for Economic Cooperation and Development (OECD). OECD is involved in developing standard definitions of education indicators in order to collect international comparison data and promote a healthy world economy by sharing information on effective school systems. The first set of OECD international education indicators was published in the report Education at a Glance (Center for Education Research and Innovation, 1992). The indicators, developed by the OECD International Educational Indicators Project (INES), fall within three clusters: (1) the demographic, economic and social context of education systems, (2) features of education systems such as cost, resource, and school processes, and (3) the outcomes of education. Definitions of these indicators, key results and notes on interpretation are provided within the report Education at a Glance. These findings make up one of the most comprehensive, nation-by-nation, comparative studies of school systems. The next stage of this project will be to identify infrastructures, procedures and methods that allow OECD to include these indicators in their routine data collection system. The International Standard Classification of Education Scale, which was developed over a 20- year period, and designed to produce comparative data, will be adapted by the INES project.

Information on the relationship between investment in training and economic growth in America may also be monitored by developing a research program designed to measure the types of "knowledge and skills necessary to compete in a global economy" through multiple methods (NEGP, 1992c). Three studies proposed by the subgroup are: (1) international case studies of specific industries, (2) structured interviews with multinational employers, and (3) descriptive studies of professional and technical standards in different occupations and nations. In addition to designing new projects, the subgroup recommends a 1997 repeat of the Meaning of Work study to provide trend data on economic performance.

The NEGP international workforce subgroup strongly encourages the Department of Labor (DOL) to publish the proposed annual report on The Status of the American Worker. The DOL has funded a million dollar study to be conducted in 1996 on the workforce readiness of high school

graduates and adults in the workforce using the skills identified by SCANS: effective resource use, interpersonal skills, information collection and use, system development and use, and understanding and use of technology.

The quality of the skills acquired by college graduates was addressed by the NEGP Task Force on Post Secondary Education. The responsibilities of this task force are related to the last two NEGP objectives for attaining Goal 5 (NEGP, 1992h):

- The proportion of those qualified students (especially minorities) who enter college, complete at least two years, and complete their degree program will increase substantially.

- The proportion of college graduates who demonstrate an advanced ability to think critically, communicate effectively, and solve problems will increase substantially.

The Task Force was formed to investigate collecting data on progress toward fulfilling these objectives. Their first responsibility was to assess and report on:

- the feasibility, desirability and schedule for developing standardized comparable state reports on the rate at which students enter higher education institutions and complete their degree programs, and by minority student status.

Developing a system for institutions across the nation, to compare the rates of students entering and graduating from degree programs, would provide valuable information on the likelihood of students achieving the educational objectives of a particular program. These comparison data would not only examine retention, dropout, and graduation rates for all types of post secondary institutions, but also collect contextual information such as type of program and full time or part-time student. The task force highlights the value of discriminating among degree seeking students and those who wish to take a course or two for professional development. This distinction is necessary for developing a system that accurately portrays the effectiveness of public and private, two and four year degree programs. A uniform reporting format, which would include type of student and institution, was suggested by the task force for states recording degree completion rates. The few existing post secondary state data collection programs may be adopted and modified for interstate comparability by other states interested in joining a national effort to measure the success of post secondary institutions. Success would not hinge solely on graduation, but also on the educational outcomes of the graduates.

The second responsibility of the Post Secondary Education Task Force was to determine and report on:

> the feasibility and desirability of a sample-based collegiate assessment which would provide regular national and state representative indicators of college graduates' ability to think critically, communicate effectively and solve problems. (NEGP, 1992h)

There has been growing concern over the lack of preparedness of post secondary graduates. In congruence with the education reform movement, world class standards linked to assessments are viewed as a likely means of securing positive educational outcomes for post secondary students. However, establishing consensus on national post secondary standards promises to be difficult because the missions of post secondary institutions are more diverse than the objectives of elementary and secondary schools (NEGP, 1992h). The task force suggested that reporting on a national sample of students is the best way to measure institutions with varying objectives. Individual institutions and states would not be identified, although they could develop their own instruments and procedures to measure the skills of their students in relation to national standards.

The task force recommended that the national standards include content and performance standards for general cognitive skills, higher order thinking skills, and occupational specific skills when appropriate (NEGP, 1992h). It also recommended that the Goals Panel encourage the development of these post secondary standards and a sample-based national system of assessments, coordinating them through a formal structure similar to the National Council on Education Standards and Testing (NCEST). (See the "Standards" section for more information on the activities of NCEST and NESAC.)

Currently, what we know about the effectiveness of post secondary institutions and the skills acquired by post secondary students comes from accrediting bodies, professional associations, state institutions, and GRE scores (NEGP, 1992h). These sources do not allow for comparisons among different programs. A few large studies have received federal funding to collect information on post secondary education. NCES is developing definitions and proficiency levels for a study on workforce related problem solving, critical thinking, oral communication, and written communication skills in college graduates. A second study to be conducted by NCES is the study of the workforce readiness skills of high school graduates and adults in the workforce using the SCANS measure. The SCANS measure is one part of the Secretary's Commission on Achieving Necessary Skills (SCANS), additional components are definitions of the skills and proficiency needed for employment, and dissemination strategy for the nation's schools, business, and homes (Shepard, 1992). The NALS study may also provide information on the literacy skill of post secondary school graduates. The results of NCES's fourth follow-up study, High School and Beyond (HS&B), promises to provide rich data on the post secondary experiences of a single cohort. This cohort has been followed since their sophomore year in 1980. These young adults recently responded to interview questions concerning education and employment. Through these interviews, and information collected from school transcripts, HS&B:92 attempts to obtain information on

> access to and choice of undergraduate and graduate educational institutions, persistence in obtaining educational goals, progress through the curriculum, rates of degree attainment and other assessments of educational outcomes, and rates of return to the individual and society. (Rasinski, Buckley, Campbell, Haggerty, Morrissey, Tourangeau, Walker, & Wojcik, 1992)

The information provided by HS&B on the transitions from sophomore year in high school to entering the workforce as an adult will be helpful to discovering the skills that American students acquire as a result of schooling.

The coordinating council for post secondary standards and assessments, recommended by the subgroup, would ensure that national studies are part of a larger collaborative effort to measure progress toward Goal 5. This would require an integration of many skills, including the "development of a community of skills, mutually dependent and supportive of individuals' ability to pursue their learning potential to the fullest" (NEGP, 1992h). Progress toward all aspects of Goal 5 (literacy, competitive work skills, and life long learning) would be measured. A summary of this and other activities related to Goal 5 is presented in Table 7.

Goal 6

Unless American schools are safe, disciplined, and drug free, students will not be able to meet the other goals set for them (NEGP, 1992f). The nation's progress toward creating a disciplined school environment conducive to learning was examined in the report Outcomes Measures for Goal Six from the Monitoring the Future Study: A Special Report for the National Education Goals Panel. This University of Michigan study found the trend in student alcohol and drug use at school, and overall, to be declining. However, student victimization is on the rise, and the percentage of 12th graders who skip classes increased from 1990 to 1991(NEGP, 1992f). The Fast Response Survey System (FRSS) on school safety found that teachers feel the least safe after school hours in city schools. However, 99% of the teachers surveyed felt safe in school during school hours. Some of the FRSS survey items may be

Table 7

Major Activities Related to Goal 5

Goal 5: Adult Literacy and Lifelong Learning

The National Adult Literacy Survey

- The results recently released provide a comprehensive study of literacy rates in America
- The format of this assessment was similar to the 1985 NAEP Young Adult Literacy Survey in order to provide trend data.

The NEGP International Work Force Skills subgroup has targeted five areas for collecting comparison data. Recommendations were made for possible sources of data collection. Indicators that gauge the effectiveness of the educational reform movement were suggested.

The World Bank is sponsoring a Survey of Worker Training in the manufacturing industry.

ETS and Statistics Canada are co-sponsoring an International Study of Adult Literacy.

Education and Training 16+ sponsored by the Organization for Economic Cooperation and Development (OECD).

- Indicators of education effectiveness have been released in the 1992 report, Education at a Glance.
- The project is currently working toward identifying infra-structures, procedures and methods that will allow OECD to collect data on the indicators.

The Department of Labor has funded a 1996 study on the work force readiness of high school graduates and adults.

The Meaning of Work study may be repeated in 1997 to provide trend data on economic performance.

The recently released fourth follow-up NCES High School & Beyond (HS&B) study contains important information on the educational and employment experiences of a group of young adults.

included in the 1994 Schools and Staffing Survey (SASS), which collects data from teachers and school principals on their perceptions of working conditions. The results of the most recent administration of SASS indicated that most teachers thought that they possessed adequate disciplinary control over students in their classrooms, were supported by their principal, and perceived rules to be consistently enforced by other teachers (NEGP, 1992f). SASS provides data on school environments for 40 states.

Additional information on school safety will be provided by the 1993 National Household Educational Survey (NHES). NHES will compare the answers of parents and students to questions on student and parent knowledge of school disciplinary policies and practices, alcohol and drug education programs, and perceptions of crime and safety within the schools (Bobbitt et al., 1992). The Voluntary State/Local Student Record System (VS/LSRS) may be a future means for monitoring student progress toward the sixth goal. The data elements designed by CCSSO and presented in the report Student Data Handbook for Elementary and Secondary Education address student discipline. A system for defining and recording the nature of a student's offense and the type of discipline action the student receives is provided (CCSSO, 1992). Schools may adopt this school record system in the near future, allowing data on disruption and discipline to be compared across schools, school districts and states.

Existing data on the nation's progress toward Goal 6 are limited. There is little information available to benchmark the status of American schools against three objectives proposed for attaining the sixth goal.:

- Every school will implement a firm and fair policy on use, possession, and distribution of drugs and alcohol.
- Parents, business, and community organizations will work together to ensure that schools are a safe haven for all children.
- Every school district will develop a comprehensive K-12 drug and alcohol prevention education program. Drug and alcohol curriculum should be taught as an integral part of health education. In addition, community-based teams should be organized to provide students and teachers with needed support.

A large scale study may be needed to determine the presence of education programs and policies for promoting safe, disciplined, and drug free schools. NEGP argued that a comprehensive definition of "disciplined environments conducive to learning" is needed in order to develop better indicators of whether a healthy learning environment exists (NEGP, 1992f). A summary of activities related to Goal 6 is presented in Table 8.

Standards

The possibility of improving student educational outcomes by raising standards has been recognized for quite some time. For example, high school graduation requirements were raised during the mid-eighties (Porter, 1993). Recently, standard setting efforts have moved from the local to the national level. Since 1991, the National Educational Goals Panel has advocated for the development of world class standards in "challenging subject matter" (NEGP, 1992f). Standards within each subject would be used to facilitate the nation's progress toward Goals 3 and 4 and aid in the assessment of student achievement within these goals areas. High national standards aligned with assessments are promoted as a way to (a) encourage high expectations for all students, and (b) help to target resources (NCEST, 1992).

The National Council on Education Standards and Testing (NCEST) was formed in June, 1991 and authorized by Congress to investigate the desirability and feasibility of national education standards and testing. NCEST's recommendations for developing national standards were released in a January,

Table 8

Major Activities Related to Goal 6

Goal 6: Safe, Disciplined, and Drug-free School
Important information relating to goal 6 is collected periodically from the Fast Response Survey System. The 1994 Schools and Staffing Survey will provide information on the perceptions of staff toward their working conditions. The 1993 National Household Educational Survey (NHES) will collect data from parents and students on knowledge of school disciplinary policies and practices, alcohol and drug education programs, and perceptions of crime and safety within the school.

1992 report entitled Raising Standards for American Education. Four types of standards were presented by NCEST: content, performance, school delivery, and system performance. Not all groups categorize standards in this way, although most encompass content and performance standards. In its recommendations in Raising Standards, NCEST suggested that standards be voluntary and presented as free standing statements that delineate what a student should know and be able to do within each subject and level, essentially content and performance standards. The four types of standards originally identified by NCEST are summarized in Table 9 and discussed briefly here.

Content Standards

The National Council of Teachers of Mathematics (NCTM), which led the way in developing specific and concrete content standards, was cited as a model by NCEST. The NCTM standards have been used by most states now to reform their mathematics instructional practices. As more states switched from emphasizing rote memorization and repetition to encouraging problem solving skills, the power of national standards to reform education seemed to be demonstrated (Ravitch, 1992).

Currently, efforts are underway to establish content standards for other fields, including: the arts, civics, economics, English, foreign languages, geography, history, physical education, science, and social studies. Progress toward developing content standards for each subject is varied. For example, curriculum and teaching standards for mathematics were released a couple of years ago. On the other hand, the National Council for Economic Education has yet to receive funding for its standards task force. It hopes to produce curriculum standards and a commission to monitor implementation of the standards by 1997 (Viadiro & West, 1993). The content standards for each subject are being written by independent, non-governmental organizations funded by federal grants (Ravitch, 1992); the projects are identified in Table 10. These activities are underway or being planned at the same time that Congress is considering legislation that would require the development of voluntary national standards and the formation of a new group (National Education Standards and Improvement Council -- NESIC) to certify standards proposed by states.

Performance Standards

Performance standards define levels of competence students must demonstrate in areas described by content standards (NCEST, 1992). In order to meet standards, students will be required to achieve a certain level of proficiency within each domain. Assessing a range of skills will require innovative measurement techniques. Norm based, objective tests do not typically gather information across many different skills, such as interpersonal, observation, problem solving, creativity, and synthesis. Furthermore, establishing a threshold score, so that a predetermined proportion of exams pass, does not ensure that proficiency has been achieved. Outcome based education has inspired an emphasis on passing a criterion rather than gaining a relative standing.

Alternative assessments that require students to demonstrate competency in skills described by standards are viewed by many as better than norm-referenced objective tests for determining a student's skills. And, performance assessments are closely connected to instruction so that children may learn at the same time as performance is assessed. As one proponent of performance assessments stated, "youdon't give kids tests, you give them tasks. And in giving them tasks you aren't taking time away from classwork, this *is* the classwork" (ASCD, 1992).

Performance assessment procedures vary from portfolio assessments that record representative work of the student, to simulations that require a student to display higher order reasoning skills along with content knowledge in order to complete a problem or project. Currently, the most commonly used type of performance assessment is the writing sample (Coutinho & Malouf, 1993). There remain many concerns about performance assessment, particularly the feasibility of comparing performances across states (see Linn, 1992). Major concerns also are expressed about the technical and psychometric properties of performance assessments. The validity and reliability of these measures are often

Table 9

Types of Standards Presented by NCEST

I. Individual Level of Evaluation

Content Standards

World-class standards based upon high expectations for student achievement are presented as free standing statements of what a student should know and be able to do within each subject. These standards are generally "visionary, and not at all prescriptive", but provide guidelines for what skills and content should be covered in the classroom. Content standards are being developed by at least 11 different subject areas.

Performance Standards

Provides benchmarks for how good a student's abilities must be in areas aligned with the content standards. Individual progress toward fulfilling these standards are commonly assessed by performance-based assessments. Performance assessments are thought to provide the best measure of the complex skills required by standards. One draw-back of performance-based assessments is their lack of standardization which makes it difficult to compare individual performance across state or national borders. Furthermore, there is evidence to suggest that even though content standards may be agreed upon across the nation, states and local districts have not established complete consensus on the required level of student performance.

II. System Level of Evaluation

School Delivery Standards

Standards for educational inputs and processes designed to ensure that all students are given the opportunity to achieve the knowledge and skills required by national content performance standards. They act as a vision for educators interested in reforming their instruction and curriculum. Assessment is difficult since school delivery standards may be in the form of a statement such as the New Standard Project's social compact. An example of these standards can be found in the professional standards written by NCTM.

System Performance Standards

Provides standards for systems to prove to stake-holders that their students are reaching the goals outlined by content and performance standards. These standards most directly relate to accountability issues. Similar to performance standards (but on a sample, rather than individual basis), performance-based assessment devices are being used to evaluate the success of educational systems, nation wide, by measuring the number of students that demonstrate educational outcomes consistent with content and performance standards. In order to compare the performance of various systems, each system must develop or choose assessment devices which are aligned to the national standards. These assessments may need to be approved by NESAC. States, local districts, and schools may chose to develop their own examination, use NAEP or the New Standards Project's examinations.

Table 10

Standards-Setting Projects Funded by OERI

Center Area	Project Source	Completion Date
Mathematics	The National Council of Teachers of Mathematics 1906 Association Drive Reston, VA 22091	1989
Science	National Academy of Sciences National Research Council 2101 Constitution Ave. NW HA 486 Washington, DC 20418 Contact: Ken Hoffman	1994
History	National Center for History in the Schools 231 Moure Hall 405 Hilgard Avenue Los Angeles, CA 90024 Contact: Charlotte Crabtree	1994
Civics	Center for Civics Education 5146 Douglas Fir Road Calabasas, CA 91302 Contact: Charles Quigley	1994
Geography	American Association of Geographers National Geographic Society Geography Standards Projects 1600 M Street NW Washington, DC 20036 Contact: Anthony de Souza	1993
English	Center for the Study of Reading National Council of Teachers of English International Reading Association 174 Children's Research Center 51 Gerty Drive Champaign, IL 61820 Contact: Jean Osborne	1995
Arts	Music Educators National Conference American Alliance for Theatre and Education National Art Education Association National Dance Association 1902 Association Drive Reston, VA 22091 Contact: John Mahlmann	1994

questioned, with problems arising in areas such as inter-rater reliability and the generalizability of specific skills to different contexts. Another common criticism of performance exams is that they typically require more time, money and effort than objective, norm referenced tests. Still, some types of performance assessments (e.g., curriculum-based, functional) have been used successfully for some time by special education professionals, and often deemed the only acceptable method for measuring the educational outcomes of children with disabilities (Coutinho & Malouf, 1993). Performance based assessments are expected to become the popular method for monitoring how individual students' skills and knowledge compares to content and performance standards.

Performance assessments are being developed by the New Standards Project to assess progress toward standards. Seventeen states and six large school districts (comprising nearly half of the American public school students) are now participating in this project (ASCD, 1992). The purpose of the New Standards Project is to

> develop a radically new approach to the assessment of student progress that would drive fundamental changes in what is taught and learned, raise the expectations that teachers have of students and greatly increase student motivation and effort. (New Standards Project, 1991)

The New Standards Project assessment methods are designed to influence curriculum and instruction by emphasizing higher order skills such as problem solving and creativity, rather than basic skills. The tests are supposed to be challenging and engaging, often asking for students to explain, in writing, the reasoning used in solving interesting problems (ASCD, 1992).

School Delivery Standards

The New Standards Project is committed to holding students accountable only for knowledge and skills that they have had the opportunity to learn. The New Standards Project's social compact emphasizes the responsibility of the school and school district to assist every student in reaching the standard levels of performance and knowledge. Concerns about sufficient opportunity to learn and holding schools accountable for student outcomes were recognized by NCEST. In fact, NCEST recommended developing a separate system of tests to evaluate educational systems. These assessments would indicate an educational system's progress toward fulfilling two types of standards, school delivery standards and system performance standards. The educational system standards promote the American belief in a strong curriculum and equitable education.

The primary purpose of school delivery standards is to protect students from unfairly being held responsible for failing to reach standards. Implementing school delivery standards may reduce the achievement gap between children from low income families and their more affluent counterparts by increasing access to the type of instruction that best prepares students for performance-based assessments (Porter, 1993). NCTM has led the way in establishing delivery standards. In their report Professional Standards for Teaching Mathematics, standards for teaching mathematics, evaluating the teaching of mathematics, professional development, and access to resources are delineated (NCTM, 1991). School delivery standards were translated into "opportunity to learn" standards in the Goals 2000 legislation. The definition of this new item was left open to interpretation, but seemed to include the notion of system performance standards as well.

System Performance Standards

System performance standards were the second type of system-level standard recommended by NCEST. Goals 3 and 4 are examples of possible system delivery standards. A local district may adopt these achievement targets to be fulfilled by the year 2000. System performance standards encourage state and local school districts to develop goals, which include a level of performance aligned with national standards. In order to achieve these goals, national standards must be applicable to all students.

Educational system performance assessments (program assessments) would consist of large-scale sample-based evaluations of the success of educational systems in teaching students skills aligned with national content and performance standards (NCEST, 1992). Even though different performance-based assessments would be used by different states, the hope is that their results may be compared to provide educational system performance evaluations. Possible sources of data for evaluating states' educational effectiveness include the assessments of the New Standards Project, the NAEP Trial State Assessment, or individual school system measures. Another alternative would be for school systems to pool resources and join other systems in designing an assessment program or use a test developed by a national organization (Selden, 1992).

Establishing Criteria for Standards

In the 1992 report, Raising Standards, NCEST recommended that a committee be formed by the Goals Panel to certify content and student performance standards and establish criteria for assessment. NCEST named the committee the National Education Standards and Assessments Council (NESAC). The council is renamed the National Education Standards and Improvement Council (NESIC) under Goals 2000, and will certify standards and state systems of assessments following specific review criteria. NEGP formed a Technical Planning Group (TPG) to recommend ways to review and certify educational standards. The charge to the TPG was to:

> prepare a report by October 1993 recommending the criteria and processes the NEGP and NESIC should use to review and certify voluntary national content standards as "world class," "high-quality," and "internationally competitive" as envisioned by the Goals Panel, the NCEST report (Raising Standards for American Education), and legislation considered by the Congress. (NEGP, 1993c).

Draft criteria that had been formulated by September, 1993 are presented in Table 11.

National Testing

The United States is one of the few countries without a national examination. The closest thing to a national exam is the National Assessment of Educational Progress (NAEP), which really is an assessment to describe the status of knowledge of American students in certain core subject areas. However, there has been much discussion recently about the need to have a national examination system more like that found in other countries. Some of the history of NAEP, the push toward national testing, how NAEP might be adapted, and related concerns about recent recommencations, linking assessments, and other issues are discussed in this section.

National Assessment of Educational Progress (NAEP)

Since 1969, the National Assessment of Educational Progress (NAEP) has assessed the achievement of national samples of students in core subject areas. NAEP was designed to be a "low-stakes" test. Originally it did not report student, school, district or state results (NAGB, 1992). Prior to 1990, achievement results were provided for the nation and regions of the U.S. Thus, NAEP was deliberately removed from accountability pressures in order to increase the reliability of the results (NAGB, 1992). However, these results were rarely linked to state and local policies, and policy makers lacked adequate means for assessing the effects of their education reforms. In 1985, both the Council of Chief State School Officers (CCSSO) and the National Governors' Association (NGA) passed resolutions advocating NAEP collection of state-by-state data.

Table 11

Draft Criteria for Certification of Standards

1. World Class
2. Important and Focused
3. Useful
4. Reflective of Broad Consensus-Building
5. Balanced
6. Technical Merit Within the Discipline
7. Clear and Usable
8. Assessable
9. Adaptable and Flexible [or Respectful of Diversity]
10. Developmentally Appropriate

In 1988, Congress passed P.L. 100-297, which approved NAEP's trial state assessments planned for 1990 and 1992, and established the National Assessment Governing Board (NAGB) to (among other responsibilities) develop standards for NAEP's data reporting. NAGB designed levels of achievement that place a student's performance into one of four categories (below basic, basic, proficient, and advanced). These categories report NAEP data in terms of what students *should* be able to do.

The future direction of NAEP is now being influenced by NEGP, because NEGP has adopted the resolution that NAEP will provide the primary source of data for monitoring the nation's and states' progress toward Goals 3, 4 and 5. The Goals Panel appointed a NAEP technical subgroup "to develop recommendations for monitoring progress toward the National Education Goals using NAEP" (NEGP, 1992e). The subgroup recommendations adopted by NEGP were:

- NAEP sample based assessments should be made as often as possible to provide national and state-level estimates of student achievement in English, Geography, History, Mathematics, and Science in grades 4, 8, and 12.
- NAEP should also assess other subjects on a less frequent cycle, such as citizenship/government, arts, foreign language, and economics.
- NAEP frameworks and assessments should be consistent with evolving national content standards in each subject area.
- NAEP should develop student achievement levels for each subject, which are consistent with consensus expectations for what we expect our students to know and be able to do. These levels should be technically valid, accepted by the public and based on performance standards certified by NEGP.
- NAEP should provide leadership in developing assessments that incorporate performance assessment tasks.
- The pool of items for NAEP should be greatly expanded to permit annual release of items for public discussion and their greater use in state assessments.
- NAEP should release its results in coordination with the annual Goals Report to ensure visibility of NAEP findings within the context of the national goals.

Included within these recommendations was a proposed schedule of NAEP Assessments (see Table 12). This proposal was modified because of lack of funds for conducting assessments in odd numbered years. Consequently, it was decided that in 1994, NAEP would assess the areas of geography, history, and reading. The procedure of setting proficiency levels for NAEP reports was criticized for a variety of technical flaws (Linn, Koretz, Baker, & Burnstein, 1991). For example, the achievement levels failed to meet NAGB goals of acquiring consensus judgment and grade-specific standards. Differences among judges were so large they appeared to reflect arbitrary choices about the expectations for student achievement. In addition, judges set achievement levels that were incoherent across grade levels; in some cases 8th graders were required to perform as well as 12th graders. Inter-rater reliability was also low, as was the precision of the measurement, particularly for advanced level performance in grades 4 and 8. Thus, the initial attempts to modify NAEP normative data collection procedures by establishing criterion cut off points did not produce valid nor credible results.

The 1992 NAGB level-setting activities improved upon the 1990 methods by encouraging greater technical expertise in the process, implementing an internal and external advisory team to monitor technical decisions, and using the expertise and technical assistance of state assessment directors at key stages in the project (Phillips, Mullis, Bourque, Williams, Humbleton, Owen, & Barten,

Table 12

Proposed Schedule of NAEP Content Assessments

Year	Reading	Math	Science	Geography	History	Writing
1992	x	x				
1993			x		x	
1994				x		x
1995	x	x				
1996			x		x	
1997				x		x
1998	x	x				
1999			x		x	
2000				x		x

Note: This proposed schedule has, for the most part, been revised each year due to lack of sufficient funds.

1993). Educators who judged the 1992 test items were provided with more time, training, and technical support than the 1990 judges (Viadero, 1993). Still, the General Accounting Office (GAO) recommended that the 1992 achievement levels be withdrawn because of validity and interpretation concerns. The GAO argued that "even trying to set standards on NAEP is conceptually flawed" (NAGB, 1993). NAGB responded that the GAO report is "unbalanced and misleading. . . and fails to recognize the [1992] improvements" (NAGB, 1993). The debate over the NAGB achievement levels seemed to center upon whether establishing measures for gauging a student's achievements relative to performance standards is worth loosing some technical adequacy. This controversy is unlikely to be resolved in the near future.

The 1992 NAEP assessment was unique in that three content areas were assessed: reading, mathematics, and writing. A national assessment collected data from 4th, 8th, and 12th graders, and a trial state assessment program examined only 4th grade students. The NAEP 1992 Mathematics Report Card for the Nation and the States provided comparison data on state and national math achievement over two years. For the first time, it was possible to examine the trends in student math achievement for different states.

The 1992 mathematics procedure attempted to incorporate items that were performance based assessments of achievement and consistent with the standards developed by the National Council of Teachers of Mathematics (Mullis, Dossey, Owen, & Phillips, 1993). Many questions required students to construct their responses and some questions requested that students explain their reasoning. Furthermore, various mathematical aids were used by students to respond to portions of the assessment.

The NEGP proposal for the future of NAEP recommended that state and national data be collected yearly in three subject areas. NAGB also endorsed the expansion of the trial state assessment to three subjects for three grades in 1994. In addition, NAGB endorsed the CCSSO recommendation for NAEP to collect state assessment data in mathematics and science in 1995, in order to link these assessments to the proposed TIMSS study planned for that year. NAEP's 1994 state level assessment was recently been approved by Congress. The amendment expands the trial state assessment program to include assessments in reading and mathematics for grades 4, 8, and 12. However, budget constraints will allow for state assessment at grade 4 only in reading (Phillips, NCES, personal communication, 1993).

The NAEP state assessment is likely to remain a trial study for another couple of years. Collecting NAEP data for every state was not recommended by the National Academy of Education Panel. The Panel suggested to Congress that the state NAEP program should remain a trial until after the results of the 1994 trial state NAEP are released. Additional recommendations provided by the Panel on the future of NAEP Trial State Assessments (TSA) included:

- The Congressional prohibition of reporting NAEP results below the state level should remain, and NAEP should continue to be a global monitor.
- NAEP TSA should begin to sample private school students.
- Due to the differential exclusion rates of IEP students (which affected the relative rankings of the states) during the 1990 TSA, a study should be conducted to evaluate the rationales used by educators for the exclusion of IEP students.
- NAEP should include items that test all the themes identified by content standards. (National Academy of Education Panel, 1992).

The Push Toward National Testing

There has been debate over the adoption of a national examination for elementary and secondary school students since the 1989 education summit meeting at Charlottesville, Virginia. "America 2000 " proposed the development of individualized tests, primarily multiple-choice, based on National Assessment of Educational Progress (NAEP) test items. However, NEGP and NCEST supported a national examination system based on performance assessments (Davey & Neill, 1991). The proposed Goals 2000 legislation could play a significant national role in testing policy. Assessment of progress toward national standards might employ a national test or a national system of examinations developed and used by local school systems, states, or clusters of states. The idea that the U.S. needs a "national" test or examination system is based on the argument that a national testing system is essential if the United States is to develop the world's finest education system.

Current proposals for national testing reflect the enthusiasm of the education reform of the 1980s. States remained in control of reform, but increasingly greater emphasis occurred at the national level. Under a proposed, national examination system, state and local districts would be expected to measure the attainment of national world-class standards. The proposed testing system would be *voluntary*, at least in the sense that each state would choose its own tests and administer them to its students. The development of a national "anchor" test has been suggested. It would be administered along with or as part of the cluster tests and used as a basis for comparing them (Beaton, 1992).

Some type of national testing has been suggested by a large number of policy groups. These were summarized recently by the U. S. General Accounting Office (GAO, 1993, p. 10):

- American Achievement Tests proposed in President Bush's America 2000 educational strategy
- a national examination system that consists of innovative performance-based exams suggested by the New Standards Project
- a single national multiple-choice test advocated by Educate America, an ad hoc group
- work-related skill tests recommended by the Secretary of Labor's Commission on Achieving Necessary Skills
- a variety of state tests merged into a national system, proposed by the congressionally mandated National Council on Education Standards and Testing (NCEST)

Similarly, a large number of organizations have been and are currently involved in a national test or national testing system (Kean, 1992). The Bingaman Panel was created in 1990 to monitor the progress toward national education goals. The initial concern of this group was transformed into NCEST-related amendments to the former Senate Bill 2. The Business Roundtable Education Task Force supported the use of national assessment test items as part of a national test, in an effort to compare individual students, as well as schools and school districts. Educate America, Inc. recommended the development of a 12th grade national graduation test. The National Assessment Governing Board (NAGB) recommended the National Assessment of Educational Progress (NAEP) be expanded rather than a new national test be developed. Although funding for NAEP expansion failed to be accomplished, NAGB's initial attempt to develop a new individualized NAEP has been regarded as a major push toward a national test. NAGB's recommendation indicates that NAEP needs to be expanded, not only to collect data on the performance of national samples of students in core subject areas but also to compare student performance to pre-established standards on a state-by-state, district-by-district, school-by-school, and

even pupil-by-pupil basis. Despite NAGB's interest in the idea of a national test, the role of NAGB and NAEP in a national test has been controversial.

The National Center for Education and the Economy (NCEE) in collaboration with the Learning Research and Development Center (LRDC), proposed the idea of a national examination system. The plan is based on a Commission on Skills of the American Work Force. The New Standards Project (1991), an offshoot of NCEE/LRDC, focuses on the establishment of a national examination system, which would consist of three components: a performance examination, assessments of student projects, and assessments of the contents of a portfolio of student work. These performance-based measures would assess real mastery of bodies of knowledge and focus on the skills of thinking, problem solving and application of knowledge to real-life problems. The New Standards Project is designing the reference examination to which other exams can be calibrated. The model examination would guide states and districts in developing their own curricula and tests. As a reference standard, the exam would be continuously updated. In this way, the nation could have a unified examination system that provides students, teachers, and schools with clear objectives and clear criteria for success, without requiring everyone to use the same exam or to have a national curriculum.

Another influential group has been the National Education Goals Panel (NEGP), which was charged with developing instruments to measure progress toward the six national education goals. NEGP is scheduled to report annually on trial state-by-state goals and the progress toward reaching those goals. The Goal 3 Resource Group proposed "a nationwide assessment system aimed at improving achievement in American schools, in which several exams (serving clusters of states) would be calibrated to a single national standard" (NEGP, 1991, p. 44). NEGP (1991) suggested a system of national examinations in which individual students are examined with the belief that such examinations affect the quality of instruction and student learning. While the need to keep NAEP as a monitoring system was recognized, the major concern of NEGP primarily involved the development of a system of national examinations aligned with standards toward which students and teachers could work (Shepard, 1992).

Adapting NAEP to a National Test

The original purpose of the National Assessment of Educational Progress (NAEP) was to monitor aggregate trends in the performance of America's youth. Now it is being considered for evaluation and accountability uses. However, the use of NAEP for state comparisons and as a national benchmark raises pressing issues (Koretz, 1992). Serious misinformation may result at the national level when monitoring data on the achievement of students cannot be protected against inflation of scores or when student performance is reduced to a single measure.

In contrast to NAGB's proposal for the expansion of NAEP, OTA (1992) suggested that Congress carefully analyze the pressure that the national test movement is exerting on the idea of converting NAEP into a national test for all students. OTA argued that NAEP is not appropriate if a new national test is to be administered to an individual child and used to make important decisions about children and schools. OTA recommended that Congress be involved in adapting NAEP to national testing and strengthening NAEP's role as a national indicator of educational progress.

NCEST Recommendations

The National Council on Education Standards and Testing (NCEST) was charged not only with making recommendations on the desirability, feasibility, and long-term policies, potential structures and mechanisms for developing and implementing high national content and performance standards, but also with making recommendations about national testing to reflect those standards. The NCEST (1992) report, Raising Standards For American Education, promoted the notion of a voluntary, linked system of assessments. NCEST recommended that a national testing system should produce useful, comparable

results that are available to students and their parents, schools, districts, states, and the nation. This system of assessments should emphasize the use of high-quality outcome measures for accountability.

Pipho (1992) and others have indicated the danger that a single national test could bring. The most clear-cut issue is that any plan to develop and administer a national test could become "a step toward a national curriculum that would kill the public schools" (p. 1). As indicated by Pipho's concluding remark in the presentation at the American Educational Research Association annual meeting (1992), the impact of a national test on the states is so complex that either nothing will happen or states and local control of education could be stifled.

Thus, NCEST (1992; Kern, 1992) recommended that a system of national testing have the following features:

- multiple methods of measuring progress, not a single test. States, individually or collectively, can adopt or design assessments linked to the national standards.
- voluntary, not mandatory. States voluntarily participate in the national system of assessments. States are not required to adopt any particular tests.
- developmental, not static. The system of assessments should evolve over time, incorporating national standards and improved assessment techniques.

A new system of student assessments linked to world-class standards at the national level would provide information that is needed to:

- exemplify for students, parents, and teachers the kinds and levels of achievement expected
- improve classroom instruction and learning outcomes for all students
- inform students, parents, and teachers about student progress
- measure and hold students, schools, school districts, states, and the Nation accountable for educational performance
- assist education policy-makers with program decisions. (NCEST, 1992, p. 6, pp. 26-27)

Linking State/District Assessments

Speaking for the New Standards Project, Marc Tucker noted the need for an examination system that is based on a syllabus of what students should know and be able to do in each subject. However, the syllabus for each subject should be sufficiently general enough to be used by any state or school district. Any attempts to create a national curriculum and to develop a single national test were not supported (Lynn, 1990). Each state or school district could create its own examining board, which would be in charge of preparing its own curricula and tests. However, state and local exams should be calibrated to predetermined national standards. An independent "national education standards board" would decide whether those examinations met the standards.

NCEST reviewed three main options for an appropriate system of national tests in its work in 1991-92: a single national multiple-choice test; a single national performance-based test; and a national system of " clusters" of exams that would accommodate and incorporate some of the state tests. Following strong arguments about the issue of fairness in testing and problems in making high-stake

judgments of students based on a single test, no matter how fair the test (Phelps, 1993), NCEST finally recommended the third option. It was recommended that states cooperate in clusters on developing assessments so that resources would be used effectively and the quality of assessments would be improved. However, concerns continue about the comparability of scores across clusters (GAO, 1993; Phelps, 1993). NCEST suggested a coordinating body, called the National Education Standards and Assessments Council (NESAC), and that it be appointed by the National Education Goals Panel (NEGP). Criteria for assessments would be certified by the joint action of NEGP and NESAC. Currently, the "Goals 2000: Educate America Act" keeps the balance between the two contrasting points of view toward national testing, the necessity of developing a system of assessments to monitor student progress toward high national standards, and the possibility of stifling local innovation and increasing inequities among schools. The Goals 2000 education reform bill calls for the National Education Standards and Improvement Council (NESIC), which would certify a system of assessments prepared by each state. The Council's decisions would be ratified by the NEGP (Rothman, 1993).

On the basis of responses to a GAO 1991 survey that had questions about the effects of adapting state-mandated tests, GAO (1993) estimated school districts' reactions to several national testing alternatives. The 1991 survey indicated that in deciding whether to replace an existing test with a state-mandated test or to add the mandated test to their existing testing program, local school officials considered the mandated test's similarity in content and purpose to their existing test. GAO found that a majority of district officials (82%) dropped their local test when the new mandated test was very similar to it. They were likely to keep their own test and add the new state-mandated test when the new one was different from the old one in purpose or content; approximately 40% dropped their local test under these circumstances.

GAO estimated what would be done with existing assessments when national tests were available in various ways. These are summarized in Table 13. As is evident in the table, under all scenarios, the majority would replace an existing test with the new test rather than add the new test to the existing assessment. In addition to the fit between the national test and existing district or state tests, the technical quality of the national test, the cost to the state or district of administering the national test, and the usefulness of the test results to state or local evaluation would be considered important when testing officials make decisions about whether to use a voluntary national test. GAO emphasized its agreement with the NCEST recommendation against a single test in favor of a system incorporating several different tests.

National Testing Issues

Format of national tests. Large-scale assessments traditionally have compared a student's performance to that of all others (norm-referenced) and measured a student's knowledge and skills by asking the student to choose one answer among several choices (multiple-choice). Many proponents of a national examination system now suggest that it employ an alternative assessment format. Performance-based assessments include a wide array of testing methods that require students to demonstrate their competencies or knowledge by creating an answer or product.

Because performance-based tests are much less commonly used, they bring something new to many districts, and those districts probably would be more likely to add the new tests without replacing their own tests. National multiple-choice tests, which are similar to the current testing system, would add less additional time and cost, since more districts would be likely to drop an existing test. Thus, multiple-choice tests not only are inherently less expensive than performance-based tests to administer but also they would impose fewer new costs because they duplicate current testing.

Performance assessment practices generally are costly, time-consuming when a number of students are assessed, difficult to administer, not easily standardized, and sample a small portion of performance. Questions may be gererated about the efficiency of test administration, the objectivity of

Table 13

GAO Estimates of What Would Happen to Existing Assessments Under Various National Test Scenarios

Scenarios	School District Responses	
	Replace existing test with national test	Add national test to existing test
Scenario 1: National multiple-choice test overlaps with existing test	74	26
Scenario 2: All school district adapt a national performance-based test	52	48
Scenario 3: All school districts not now using performance-based tests adopt a national performance-based test from a cluster of tests	30[a]	43

Note: Numbers are estimated percentages

[a]Twenty-seven percent of school districts that currently or in the near future are going to administer state-mandated tests will use them as a cluster of tests. (See GAO 1993 Report to Congressional Requesters.)

scoring, and the comparability and generalizability of test results. On the other hand, performance assessment is likely to have a positive influence on instruction and student learning. Performance assessments are seen as providing students and teachers with clear models of acceptable outcomes, assessing higher-order skills, and examining thinking processes (Madaus, 1992). While in the process of performance assessment, students may be once more engaged in learning the content or performance covered in the assessment process.

Estimated cost of a national test. GAO estimated the cost of future national testing at the request of the House Committee on Education and Labor. According to the 1993 GAO report, approximately 10 million students at three grade levels are involved in testing. Given the cost range for test administration from $16 per student for multiple-choice tests (Range = 11-20) to $33 for performance-based tests (Range = 16-64), the average cost of a national multiple-choice test would be $160 million versus $330 million per year for a national performance-based test. If the most expensive state-developed performance-based test were to be employed as a national test, the cost would go up to approximately $640 million. These estimates include what it would cost at local and state levels to prepare, administer, and score a test given nationwide to all students in three grades, including the cost of time of all education personnel involved in testing and test-related activities. In addition, start-up test development costs at the national level would amount to about $20 million for a multiple-choice test, $100 million for an average performance-based test, and about $300 million for the most expensive type of performance-based test. Start-up development cost is used only once to develop a new test or to pay the states that have already developed appropriate tests to share their knowledge.

GAO (1993) also estimated overall increased cost and testing time under each of the three national test alternatives (see Table 14). GAO found that a single national multiple-choice test, which would most overlap with current testing, would add the least new time and money cost. Considering that the total cost of a national multiple-choice test would be $160 million and that 26% of districts would keep their old tests while adding the new national test, only $42 million would be new costs. The remaining $118 million is already being spent on tests that would be replaced by a national test. GAO also estimated a small change in overall testing time per student per year, about 15 minutes more. In contrast, districts are more likely to add a national test that is different from their existing tests without replacing the old ones. GAO estimated that $193 million would be the added annual cost for clusters of performance-based tests, and $209 million for a single performance-based test. GAO estimated additional testing time for a cluster system and a single performance-based test, respectively, at 25 minutes and 30 minutes. Furthermore, adding a national test to a school district's testing program would affect more than the cost of testing. Present testing systems could be disrupted by replacing an old test. School districts also may lose trend data and have to adjust their curricula.

Effects of national testing. National testing presently has both positive and negative effects. According to the 1993 GAO survey report on testing officials' responses to a national examination system, disadvantages often mentioned were misuses of tests in general, not necessarily of national testing. These included:

- inappropriate comparison of unlike districts or states
- inaccurate reporting of test results
- teaching to the test -- in particular, high-stakes tests may inflate test scores without improving learning
- narrowing the curriculum -- instruction is focused only on content and skills covered on the test, excluding non-tested content
- use of restrictive or narrow testing formats

Table 14

GAO Estimates of Cost/Testing Time of National Testing

Type of test	Cost (in dollars) Start-up development Per-student	Start-up development National	Administration Per-student	Administration National	Overlap with current testing	Additional cost/time for national testing	
Multiple-choice	2	20 million	16	160 million	More	$42 million	15 min
Single Performance-based	10	100 million	33	330 million	Less	$209 million	30 min
Cluster Performance-based						$193 million	25 min

Based on GAO 1990-1991 survey data. (See GAO 1993 Report to Congressional Requesters.)

GAO also noted several disadvantages of national testing, including a push for a national curriculum, a decrease in local control, and a lack of match between the national tests and local curricula. On the positive side, GAO (1993) noted that a national testing system could provide the common metric basis for comparisons of performance.

Shepard (1992) has identified additional negative effects of externally mandated standardized testing:

- misdirecting instruction even for the tested content; the test-like format of learning materials elicits drill and practice, with little or no emphasis on critical thinking and problem-solving skills or hands-on learning
- a direct correspondence between accountability pressure and the number of hard-to-teach children denied by the educational system, such as assignment to two-year kindergarten programs, grade retention, dropout, and referral to special education programs
- reduction of the professional knowledge and status of teachers due to bureaucratic accountability. (Shepard, 1992, pp. 2-7)

NCEST (1992), of course, identified many potentially positive effects of a national assessment. A national test would shift the basis of educational accountability from measures of inputs and processes to measures of progress toward desired outcomes. It was suggested that a nationally coordinated initiative would result in high-quality outcome measures.

This idea of test-driven reform was already evident in the minimum competency skills testing in the 1970s and in the educational reform movement in the 1980s. Although the "minimum" tended to become the "maximum," thus lowering educational standards, current proponents of national testing believe that national testing will set the stage for raising expectations. A fundamental change in the format of assessments -- performance measures that aim at assessing higher-order thinking and problem-solving and better measure the attainment to the standards -- will make a difference in forcing educational reform. Still, many continue to express concerns about the possibility of tests having the power to revolutionize the educational system.

Davey and Neill (1991) pointed out several issues that must be resolved before performance-based assessments are transformed into a national examination system. First, there must be consensus on educational practices and outcomes. Any national testing proposal must be part of an overall educational information system, which includes not only outcome information but also information on educational context, resources, programs, and processes. All these should be integrated into comprehensive reform strategies. In addition, equity issues must be adequately addressed before any decision is made on a national examination system. Goodlad (1992) also indicated that the issues of equity, fairness, and democratic rights are critical to consider when the stakes of gaining access to knowledge are significantly raised for individuals. Schools must provide educational experiences for <u>all</u> who come to school. Possible harmful effects of all national testing proposals on children who come from low-income and minority backgrounds or children with disabilities must be monitored. National testing proposals now being made in the United States should be aimed at <u>all</u> students. A carefully designed and implemented national examination system can increase incentives for all students to achieve while allowing each state to follow its own curriculum without requiring a national curriculum (Davey, 1992). However, we will still need to coordinate our efforts to hold all U. S. schools to shared standards, goals, and a national system of assessments.

Conclusion

In the past decade, the quality of American education has been a major concern. In an effort to reform the education system in the U.S. and to improve the nation's competitiveness in the global economy, the National Education Goals were adopted. The Clinton Administration's "Goals 2000" is committed to both national purposes for education and local control of education. The National Education Goals Panel is also responsible for determining and reporting on the indicators of American students' progress toward the National Education Goals and for providing guidance of the new education initiative at the local level.

A major drive of the current education reform is a shift of perspectives from examining inputs and educational processes to evaluating outcomes and results. Recently, standard-setting efforts have moved from the local to the national level. Through the adoption of high national standards aligned with a voluntary, linked system of assessments, the national education goals can be achieved by encouraging high expectations for all students. The New Standards Project and others are committed to holding students accountable only for knowledge and skills that they have had the opportunity to learn. Thus, the need for school delivery standards has been proposed, to ensure that all students are given the opportunity to achieve the knowledge and skills required by national content and performance standards. Also, system performance standards provide standards for educational systems to prove to stakeholders that their students have the opportunity to reach the goals outlined by content and performance standards.

With all the discussion of national education goals, world-class standards, NAEP, and national testing and their relevance to all students, it continues to be surprising that the activities do not recognize students with disabilities. Only a couple of the papers reviewed in the development of this report mentioned students with disabilities. These few generally cited potential issues and negative effects of the reform activities on students with disabilities. For example, concerns continued to be expressed about the exclusion of students with disabilities from state and national assessments. Furthermore, considerable backlash has occurred against the inclusion of students with disabilities in standards-setting efforts, generally reflecting a concern that there would be dummying-down of the standards (cf. Leo, 1993).

There was some recognition of the issues surrounding students with disabilities and the continued rhetoric that proposed reforms are for all students. One recognition was in the report language that accompanied the Senate version of the Goals 2000 legislation. This report language is included here in Appendix A.

A second recognition occurred when the National Education Goals Panel requested testimony on the concerns of the disability community related to the standards-setting effort and proposed criteria for certifying standards. The testimony that was provided to NEGP, along with written testimony submitted later, are presented in Appendix B.

On the whole, however, the recognition of students with disabilities continued to be relatively minimal. Our nation proceeded with its efforts related to national education goals, standards, the National Assessment of Education Progress, and national testing with a very narrow view of who was included in the term "all students."

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Appendix A

Goals 2000 Report Language

Calendar No. 106

103D CONGRESS
1st Session

SENATE

REPORT
103–85

GOALS 2000: EDUCATE AMERICA ACT

JULY 13, 1993.—Ordered to be printed

Mr. KENNEDY, from the Committee on Labor and Human Resources, submitted the following

REPORT

together with

ADDITIONAL AND MINORITY VIEWS

[To accompany S. 1150]

The Committee on Labor and Human Resources, to which was referred the bill (S. 846) to promote the achievement of national education goals, to raise expectations through high standards for all students and schools, to encourage State and local school reform to make high expectations and standards a reality, to lay the foundation for an effective national job training system, and for other purposes, having considered the same, reports an original bill, S. 1150, in the nature of a substitute for S. 846, and recommends that the bill do pass.

CONTENTS

		Page
I.	Summary of the bill	2
II.	History of the legislation	4
III.	Hearings	5
IV.	Tabulation of votes cast in committee	5
V.	Background and need for the legislation	6
VI.	Committee views	9
VII.	Cost estimate	28
VIII.	Regulatory impact statement	31
IX.	Section-by-section analysis	31
X.	Additional views	55
XI.	Minority views	62

59-010

The Committee reduced from 6 to 4 percent the funds authorized under Section 313 for national leadership activities. (The Committee also increased the total funding authorized for Section 303 from $393 million to $400 million.) Further, the Committee expanded this section to include support for model projects to integrate the multiple voluntary national content standards that are to be certified by the National Educational Standards and Improvement Council pursuant to Section 213 of the bill.

The Committee recognizes that content standards in eight separate subjects will create a tremendous challenge for classroom teachers and that States and local educational agencies may need guidance as to how all the certified content standards may be integrated into a balanced, coherent and realistic instructional program. For this reason, the Committee intends that a portion of the funds from the Secretary's national leadership set-aside be devoted to facilitating the development of such model projects, provided that the voluntary national content standards are certified by the National Educational Standards and Improvement Council and approved by the National Goals Panel. The Committee intends that these model projects be appropriate for a wide range of circumstances, populations, and communities, both urban and rural.

As introduced, S. 846 authorized the Secretary to reserve a minimum of 65 percent of the set-aside for national leadership for grants to urban and rural school districts with large numbers or concentrations of economically disadvantaged students, including those of limited English proficiency. Such grants were to be made in a manner consistent with Section 309(a) which authorizes subgrants for local reform and professional development.

S. 1150, as reported by the Committee, authorizes a maximum of 50 percent of the Secretary's set-aside to be used for such grants. Further, in addition to making grants to urban and rural local educational agencies, the Secretary is also authorized to make such grants to schools or consortia of schools or local educational agencies that do not receive grants under Section 309(a). The Committee has modified this provision so as to ensure that these grants will be used to facilitate innovative or experimental programs in systemic education reform that are not duplicative of those that will be undertaken pursuant to Section 309(a). The Committee language directs the Secretary to give priority to local school districts, schools, or consortia that serve large numbers or concentrations of economically disadvantaged students, including students of limited English proficiency.

The Committee-approved bill also includes under the Secretary's national leadership set-aside the authority to make grants to States and local educational agencies for developing and evaluating assessments (contained in Section 219 of S. 846 as introduced). In addition to making grants to States and local educational agencies, the Committee-approved bill expands the list of potential grantees to include non-profit organizations or consortia of States and LEAs. To facilitate the development of assessments that are appropriate for students with special needs, the Committee intends that in making such grants, the Secretary give priority to those grantees that plan to develop, test, and evaluate assessments or systems of assessments focusing on students of limited-English proficiency or

on students with disabilities. Gender-bias in testing is also a problem of substantial concern. The Committee intends that in making grants, the Secretary pay particular attention that the consortia develop instruments and assessments that accurately measure the achievement and abilities of females.

As introduced, S. 846 gave the Secretary discretion to conduct research and evaluate the effectiveness of systemic education improvement and to disseminate the findings of such research and evaluations. Under the Committee-approved language of S. 1150, the Secretary must conduct such research and disseminate the findings of such research, together with other information concerning outstanding examples of systemic education reform in States and local communities. The Committee-approved bill further directs the Secretary to disseminate this information through the Department's existing dissemination systems, such as those under the auspices of the Office of Educational Research and Improvement. To ensure that this information is readily available, S. 1150 specifies that it be disseminated through a variety of means including publications, electronic and telecommunications mediums, and conferences.

APPLICATION OF THE GOALS 2000: EDUCATION AMERICA ACT TO INDIVIDUALS WITH DISABILITIES

INTRODUCTION

On July 26, 1990, the Americans with Disabilities Act (ADA) was signed into law. The ADA is an omnibus civil rights law that prohibits discrimination on the basis of disability by, among others, entities providing public and private preschool, elementary, and secondary education.

The ADA is premised on a system of values that forms the basis for our national disability policy. Under the ADA, disability is recognized as a natural part of the human experience and in no way diminishes the right of individuals to live independently, enjoy self-determination, make choices, contribute to society, pursue meaningful careers, and enjoy full inclusion and integration in all aspects of American society.

In short, the ADA establishes the basis for a national policy that focuses on the inclusion, independence, and empowerment of individuals with disabilities.

The ADA has provided the nation with the impetus to re-examine how it is treating individuals with disabilities in all aspects of American life, including public education. At the same time, we are now in the process of reassessing our educational systems for all students. It is therefore critical to include students with disabilities in our nationwide effort to promote systemic educational reform.

Part B of the Individuals with Disabilities Education Act (IDEA) extends to all students with disabilities the right to a free appropriate public education based on the unique needs of the child. Placement decisions must be based on a child's individualized education program (IEP) in which appropriate services are described. To the maximum extent appropriate, children with disabilities must be educated with children who are not disabled and special classes, separate schooling, or other removal of children with dis-

abilities from regular educational environments occurs only when the nature or severity of the disability is such that education in regular classes with the use of supplementary aids and services cannot be achieved satisfactorily.

Th e promise of part B of IDEA is consistent with the precepts of the ADA. Reports issued by the U.S. Department of Education and others indicate that in certain respects the promises of part B of IDEA have been realized for many students with disabilities. For example, the number of preschool students receiving a free appropriate public education has increased from 266,000 to 433,000 since 1986.

In far too many other cases, however, the lack of or improper implementation has resulted in little progress. For example, data contained in the Department of Education's "Fourteenth Annual Report to Congress" indicate that little, if any, progress has been made in ensuring that children who can benefit from education in the regular class, with necessary supplementary aids and services, are in fact receiving such an education.

In far too many districts around the country, two separate educational systems have developed with little or no coordination—one system for regular or general education and a separate and distinct system for special education. This isolation and lack of coordination creates artificial barriers to achieving the promises of part B of IDEA, the ADA, and section 504 of the Rehabilitation Act of 1973.

The Committee wishes to send a clear and unequivocal message that the Goals 2000: Educate America Act is fully consistent with the ADA and implements the values and precepts of the ADA in the context of education reform. The Committee also wishes to send the message that this legislation is fully consistent with and complements the spirit and intent of part B of the Individuals with Disabilities Education Act (IDEA) and section 504 of the Rehabilitation Act of 1973.

It is the Committee's expectation that the Goals 2000: Educate America Act will serve as a vehicle for making the promise of part B of IDEA a reality for all students with disabilities. Therefore, under this legislation, students with disabilities, including lesser known and newly emerging disabilities and students with significant and multiple disabilities, must be an integral part of all aspects of education reform, including the application of the National Education Goals and objectives, the establishment of national and State content, performance, and opportunity-to-learn standards and the use of assessments and systems of assessments.

The Committee intends that the exclusion of individuals with disabilities from any aspect of State or local education reform is unacceptable. This means that students with disabilities are entitled to the same high expectations, treatment, and leadership offered to their nondisabled peers, including:

an expectation that all students across a broad range of performance will be held to high standards if they are to realize their full potential;

the adoption of flexible teaching strategies and educational planning in order to make the standards meaningful to all students;

a recognition that leadership from administrators, teachers, related services personnel, and parents is critical;

a genuine opportunity to participate in a broad and challenging curriculum and to have access to resources sufficient to address other education needs;

access to social services, health care, nutrition, and child care to remove preventable barriers;

the adoption of effective strategies that provide effective mechanisms and appropriate paths to the work force as well as to higher education; the appropriate and innovative use of technology; and

assessments or systems of assessments that are used for a purpose for which they are valid, reliable, fair and free of discrimination (including adaptations and accommodations necessary to permit such participation).

Furthermore, school improvement plans developed by State and local educational agencies and reports prepared by the Secretary of Education, State and local educational agencies, and panels and councils established under this legislation must address the needs of individuals with disabilities and include information and data pertaining to such individuals. In addition, these national and State panels and councils established under this legislation must include representation by and seek the expert guidance of individuals with specialized expertise on the needs and abilities of students with disabilities.

Set out below is a more detailed explanation of how specific provisions of S. 1150 apply to students with disabilities.

PURPOSE OF THE GOALS 2000 ACT

Section 2 of S. 1150 specifies that the purpose of the Goals 2000 Act is to provide a framework for meeting the National Education Goals for all students. Section 3(1) of the Act defines the term "all students" to include students with disabilities. The Committee also intends that the term "student" whenever used in the Act is interpreted to mean "all students." Thus, the Committee intends that all efforts supported under this legislation include individuals with disabilities. National Educational Goals.

Section 102 of the Act sets out the six national education goals: school readiness, school completion, student achievement and citizenship, mathematics and science, adult literacy and lifelong learning, and safe, disciplined, and drug-free schools. The Committee wishes to emphasize that these goals are applicable to all students, including students with disabilities.

With respect to school readiness, the Committee wishes to recognize the great strides that States have made since 1986 in expanding opportunities for children with disabilities aged 3–5 under part B of IDEA. The number of students served has grown from 266,000 to 433,000. In addition the Committee encourages all States to participate in and fully implement the provisions of part H of IDEA, which provides family-centered early intervention services for infants and toddlers with disabilities and their families. Full implementation of these provisions will go a long way toward achieving Goal 1.

With respect to school completion, the Committee notes the need to reduce the drop out rate for individuals with disabilities and to eliminate the gap in the rate between individuals with disabilities and their nondisabled peers. According to data from the National

Longitudinal Transition Study commissioned by the U.S. Department of Education, only 55 percent of students with disabilities complete school (graduate or receive a certificate of attendance). This is in contrast to estimates of 83 percent completion for all students.

With respect to student achievement and citizenship, the Committee is aware of the work currently being done by the National Center on Educational Outcomes at the University of Minnesota, a project funded by the U.S. Department of Education. This project will increase the likelihood of making valid, reliable, fair and nondiscriminatory assessments about the extent to which education works for all students, including students with disabilities.

With respect to math, science, and technology, the Committee expects that the number of individuals with disabilities entering the fields of math, science, and engineering will increase.

With respect to adult literacy and lifelong learning, the Committee notes that the National Longitudinal Transition Study funded by the U.S. Department of Education found dramatically low levels of participation among young adults with disabilities in postsecondary education programs (fewer than 17 percent of these youth enter formal postsecondary education programs). The Committee believes that considerable improvement must be made to provide equal access for these young adults.

The Committee also notes that the life-long learning objective is of particular importance to individuals with disabilities. It is the Committee's intent that the provisions in this bill will be construed to be consistent with and further the objectives set out in the recent amendments to part B of IDEA and title I of the Rehabilitation Act of 1973 relating to transition from school to work and postsecondary education. Youth with disabilities must be meaningfully engaged in school and community-based learning experiences that will assist them in developing competencies to adapt to emerging new technologies, work methods, and training programs.

It also means that teachers and employment specialists should be trained in the unique and diverse competencies as well as learning needs of student with disabilities, with a broad understanding of continually emerging technology, adaptations, and other supports that are necessary for many students to meet with success at work. For example, there is a rich array of technology to support individuals with disabilities on the job. Through supported employment, many individuals who traditionally were unable to enter the competitive workplace are now meeting with a high degree of employment success.

With respect to safe, disciplined, and drug-free schools, the Committee intends that efforts to educate students in these environments must include students with disabilities.

NATIONAL EDUCATION GOALS PANEL

Section 201 of the Act specifies that the purpose of the Panel includes, among other things, periodically reviewing the National Education goals and objectives and recommending adjustments, as needed, in order to guarantee education reform that continues to provide guidance for quality, world-class education for all students

The Committee included authority for the Panel to recommend adjustments to the current goals and objectives in recognition of the fact that there may be a need to clarify the goals, as written, so that they are more responsive to the learning strengths and needs of all students. For example, several of the goals and objectives, as written, may not adequately address the needs of students with severe cognitive impairments.

Section 201 also specifies the responsibilities of the Panel to review and approve the voluntary national content, performance, and opportunity-to-learn standards certified by the National Education Standards and Improvement Council, as well as the criteria for the certification of such standards and the criteria for the certification of State assessments or systems of assessments certified by the Council.

It is the Committee's intent that the Panel be treated as if it were a governmental entity for purposes of section 504 of the Rehabilitation Act of 1973. Thus, any review, approval, or report made by the Panel must be in accordance with standards set forth in the regulations implementing section 504 of the Rehabilitation Act of 1973 applicable to the Department of Education.

Section 203 of the Act specifies the duties of the Panel, including the duty to review and approve criteria developed by the Council and voluntary national content, performance, and opportunity-to-learn standards certified by the Council. The Committee expects that the review and approval process will be made consistent with the statements of intent set out in the discussion that follows relating to the Council.

Under section 203(b) of the Act, the Panel must prepare and submit a national report card. The Committee intends that data presented to parents and the general public include information on the performance of all students, including students with disabilities, and that the report card be submitted in an accessible format. The Committee expects that the report card will separately report data applicable to students with disabilities to the extent separate data is reported for other groups with specific characteristics.

Section 204 of the Act authorizes, among other things, the Panel to receive reports, views, and analyses of a broad spectrum of experts. The Committee expects that the Panel will use materials prepared by experts with knowledge and experience relating to the special needs of individuals with disabilities.

NATIONAL EDUCATION STANDARDS AND IMPROVEMENT COUNCIL

Section 211 of the Act specifies that it is the purpose of part B to establish a National Education Standards and Improvement Council to certify voluntary national content, performance and opportunity-to-learn standards, certify content and student performance standards submitted by States on a voluntary basis if such standards are comparable in rigor and quality to the national standards, and certify assessments or systems of assessments submitted by States.

The Committee intends that in carrying out its certification and other responsibilities, the Council be treated as if it were a governmental entity for purposes of section 504 of the Rehabilitation Act of 1973. Thus, any certification made by the Council must be in ac-

cordance with standards set forth in the regulations implementing section 504 of the Rehabilitation Act of 1973 applicable to the Department of Education.

With respect to voluntary content and performance standards, the Committee believes that high expectations are needed for all students, including students with disabilities. However, the Committee recognizes that a range of individual performance will result even when students achieve the high expectations set for them. A method is needed for some students with disabilities that recognizes these students' functional differences, but still provides high expectations.

For these students, the IEP required by part B of IDEA provides 1 mechanism for establishing goals and objectives that are individually determined, represent high expectations, and that acknowledge a student's unique learning characteristics and current level of performance. The Committee urges the Council to make use of the research with respect to other approaches currently being conducted by the National Center on Educational Outcomes at the University of Minnesota.

Consistent with the section 212(c)(3) of the Act, the Committee intends that every effort should be made to ensure that the nominees submitted by the Goals panel for memberships on the Council include individuals with knowledge of and experience in educating students with disabilities, such as special educators, related services personnel, parents, community members and experts with knowledge and expertise in the assessment of students with disabilities.

With respect to the national opportunity-to-learn standards, section 213(c) of the Act specifies that the Council must certify exemplary national standards that will establish a basis for providing all students a fair opportunity to achieve the knowledge and skills described in the voluntary national content standards. Each of these areas are of crucial importance to students with disabilities.

With respect to assessments, section 213(e) of the Act specifies the standards for determining whether to certify an assessment or system of assessments presented on a voluntary basis by a State. The standards include provisions for the participation of all students with diverse learning needs and the adaptations and accommodations necessary to permit such participation. The certification criteria must address the extent to which an assessment or system of assessments is to be used for a purpose for which it is valid, reliable, fair, and free of discrimination andincludes all students, including students with disabilities.

The Committee emphasizes the critical importance of these provisions because of the evidence of considerable exclusion of students with disabilities from national and State data collection programs. Research conducted by the National Center on Educational Outcomes at the University of Minnesota has found that 12 States currently include fewer than 10% of students with disabilities in their assessments while 21 States include fewer than half of these students. In addition, it is currently estimated that the National Assessment of Educational Progress excludes 50% of students with disabilities.

For example, the State of Kentucky has demonstrated that all students with disabilities can be included in a system of assessments. Ninety-eight percent of all students participate in the regular assessment provided to nondisabled students; the remainder participate in alternative portfolio assessment which permits students to demonstrate their educational proficiency through real life activities such as communication with peers, using community supports, maintaining friendships with non-disabled peers, and demonstrating actual work experience.

In addition to adaptations, such as those described above, for some students with disabilities who participate in the same assessments as nondisabled students, accommodations may be required, such as: extended time limits, testing a student in a separate room, large print or braille versions of assessments, or use of a reader, scribe, sign language interpreter, or technology. Generally, a student should be provided the same accommodations in assessment that are provided in instruction. For example, if a student learns and performs a task in class with a reader, such accommodation should be provided in assessment.

In sum, the Committee believes it is critical to ensure that all students are part of a State system of assessments and are included in assessment reports. The system must facilitate and in no way impede the accomplishment of the goals and objectives of this legislation, the ADA, part B of IDEA, and section 504 of the Rehabilitation Act of 1973. For example, the system of assessments must encourage, not discourage, local educational officials, principals, and teachers to include, not exclude students with disabilities in regular classrooms where such placement is required by part B of IDEA.

Section 213(e)(2)(C)(i) of the Act encourages a survey of current standards and criteria for assessment used by other groups and thedevelopment and use of field tests for assessment systems. The Committee expects that the Council will seek out assessments that include students with disabilities. Likewise, students with disabilities must be included in all field testing.

The panel is authorized under section 217(c) and (d) of the Act to make use of experts and hire staff. The Committee expects that the Council will make use of experts and hire staff with special expertise and knowledge regarding the impact of such assessments on individuals with disabilities.

STATE AND LOCAL EDUCATION SYSTEMIC IMPROVEMENT

Section 301 of the Act sets out congressional findings regarding systemic improvement by State and local educational agencies. The Committee wishes to emphasize that these findings are of particular relevance to fulfilling, at a minimum, the right to a free appropriate public education for students with disabilities guaranteed by part B of IDEA, and to realize the promise of a world class education for these children. The Committee understands that many reform efforts carried out by State and local educational agencies have excluded students with disabilities. Such an approach is unacceptable under this legislation.

Section 306 of the Act specifies that any State thatdesires to receive funding must develop a State improvement plan. The plan

must be developed by a broad-based State panel in cooperation with the State educational agency and the Governor. The membership must reflect the diversity of the population with regard to, among other things, disability characteristics. Similar provisions apply to local educational agencies that desire funding.

It is the intent of the committee that the State and local panels be considered a public entity for purposes of the ADA, and thus any plans or proposals made by the panel must be consistent with the prohibition against discrimination on the basis of disability set out in Title II of the ADA and the regulations implementing the ADA.

Sections 306 and 309 of the Act also specify that improvement plans developed at the State and local levels, respectively, must include specific strategies for meeting the National Education Goals. The Committee intends that the previous discussion regarding the development of content and performance standards, OTL standards, and assessments with respect to students with disabilities is applicable to these plans.

With respect to waivers authorized under section 311, the Committee wishes to make it clear that neither the Secretary nor a State educational agency is authorized under this section to waive any statutory or regulatory requirement under section 504 of the Rehabilitation Act of 1973, the ADA, or part B of IDEA.

Section 313 of the Act authorizes the Secretary to provide nationalleadership through technical assistance and support for model projects. In addition, the Secretary is authorized to provide assistance to help defray the cost of developing, field testing, and evaluating an assessment or system of assessments with a priority on grants related to students with disabilities. The entity receiving the grant must devote special attention to how such assessment or system treats all students, especially with regard to race, gender, ethnicity, disability and languageproficiency of such students.

NATIONAL SKILL STANDARDS ACT OF 1993

TITLE V. NATIONAL SKILL STANDARDS BOARD

Title V establishes a National Skill Standards Board to serve as a catalyst in stimulating the development of a national system of voluntary occupational skill standards. The Board is to be composed of 28 members, including 8 representatives of business; 8 representatives of labor; 8 members representing education and training providers, communitybased organizations, State and local governments and civil rights organizations; the Secretaries of Labor, Education and Commerce; and the chairperson of the National Education Standards and Improvement Council established under Title II. Overall, the composition of the Board is intended to be representative of the major stakeholders in the economy and in the development of high work force skills. In order to ensurebipartisan interbranch cooperation and involvement, the bill provides further that one half of the Board is to be appointed by the President, and one half by the Congress, with the Majority and Minority each recommending one half of the Congressional appointments.

The Board's first task is to identify, after extensive public consultation, broad clusters of major occupations involving one or more than one industry in the U.S. which share characteristics that make them appropriate candidates for the development of a common set of skill standards. For each of the identified occupational clusters, the Board is to encourage and facilitate the establishment of voluntary partnerships to develop skill standards systems. These voluntary partnerships are to include the full and balanced participation of representatives of business and industry, employee representatives, and representatives of education and training providers, education and training policy organizations, and civil rights groups. Employee representatives are to be individuals recommended by labor organizations representing employees in the occupations or industries for which standards are being developed and such other individuals who are non-managerial employees as are appropriate given the nature and structure of employment in those occupations or industries.

The term "full and balanced participation" is intended by the Committee toK promote a process for the development of skill standards that is open to and inclusive of all the major stakeholders in an industry or occupation. However, it is also intended to provide some flexibility in that process, as is appropriate given the varied structure of different occupations and industries, and to avoid, among other things, any rigid, mathematical formulation that would require each stakeholder group to have a precisely equal number of participants in any partnership. Under this provision, this latter category of non-managerial employees may constitute the only employee respresentatives in the partnership if there are no employees represented by labor organizations in the industries or occupations for which standards are being developed.

To support the voluntary partnerships and promotethe development and adoption of skill standards, the Board is to conduct relevant research, maintain a catalog of skill standards used in other countries and by leading firms and industries in the U.S., serve as a clearinghouse for skill standards information, develop a common nomenclature for skills standards, encourage the development and adoption of curricula and training materials for attaining skill standards, provide technical assistance to the voluntary partnerships, and facilitate coordination among the partnerships to promote the development of a coherent national skill standards system. This last duty is particularly important, and the Committee would expect the Board to be proactive in providing a forum for representatives of the partnerships to meet periodically to evaluate their progress, share ideas and approaches, and facilitate the development of a coordinated system.

To assist the National Board in carrying out the purposes of title V, the Secretary of Labor is authorized, on request of the Board, to enter into contracts and cooperative arrangements with other entities and to award grants, including grants to voluntary partnerships engaged in the development of skill standards systems. Grants are to be awarded on the basis of published objective criteria established by the Board on an annual basis.

Under Section 504(b), the Board is to endorse skill standards systems that are submitted by partnerships meeting the full and bal-

anced participation requirements if those systems meet objective criteria developed by the Board after extensive public consultation. To qualify for endorsement by the Board, skill standards are to be in a form that allows regular updating to take into account technological and other changes within the occupational clusters covered by the standards, and that promotes the portability of credentials and mobility of workers within and across occupations and industries. In order to be approved by the board, standards must also be formulated to take into account relevant national and international standards used in other countries, and the requirements of high performance work organizations.

A skill standards system endorsed by the Board may also include a voluntary system for assessment and certification of attainment of the skill standards, provided that the assessment and certification system meets certain minimum requirements, including the utilization of a variety of evaluation techniques to ensure that individuals have an opportunity to demonstrate that they have acquired the skills. The Board may not endorse any skill standard or assessment system that is discriminatory with respect to race, color, religion, sex, national origin, ethnicity, age or disability. Moreover, Sec. 504(d)(2) specifically provides that nothing in title V is to be construed in any way to modify or affect any Federal or State law prohibiting such discrimination.

VII. Cost Estimate

U.S. Congress,
Congressional Budget Office,
Washington, DC, June 24, 1993.

Hon. Edward M. Kennedy,
Chairman, Committee on Labor and Human Resources,
Washington, DC.

Dear Mr. Chairman: The Congressional Budget Office has prepared the attached cost estimate for S. 1150, the Goals 2000: Educate America Act, as ordered reported by the Committee of Labor and Human Resources on May 19, 1993.

S. 1150 would allow for the accepting and disposing of gifts by the three new organizations established in this bill. This could result in changes in direct spending and receipts. Therefore, the bill would be subject to pay-as-you-go procedures under section 252 of the Balanced Budget and Emergency Deficit Control Act of 1985.

If you wish further details on this estimate, we will be pleased to provide them.

Sincerely,

Robert D. Reischauer, *Director.*

Attachment

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

1. Bill number: S. 1150.
2. Bill title: Goals 2000: Educate America Act.
3. Bill status: As ordered reported by the Senate Labor and Human Resources Committee, May 19, 1993.

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4. Bill purpose: The purpose of this bill is to authorize three organizations—a panel, a council, and a board—as well as authorize funds for two new grant programs—the educaiton systemic improvement grants and the opportunity-to-learn development grants.
5. Estimated cost to the Federal Government:

Federal Government Costs

(By fiscal year, in millions of dollars)

	1994	1995	1996	1997	1998
AUTHORIZATION OF APPROPRIATIONS					
National Education Goals Panel:					
Estimated authorization	3	3	3	3	3
Estimated outlays	2	3	3	3	3
National Education Standards and Improvement Council:					
Estimated authorization	3	3	3	3	3
Estimated outlays	2	3	3	3	3
Opportunity-to-Learn Development Grants:					
Estimated authorization	1	1	____	____	____
Estimated outlays	(*)	1	1	____	____
Grants for Education Systemic Improvement:					
Estimated authorization	400	411	422	433	445
Estimated outlays	48	321	402	420	332
National Skills Standards Board:					
Estimated authorization	15	15	16	16	17
Estimated outlays	8	14	16	16	16
Total:					
Estimated authorization	422	433	444	456	468
Estimated outlays	61	343	425	444	455
DIRECT SPENDING					
Spending from Gifts and Contributions:					
Estimated budget authority	____	____	____	____	____
Estimated outlays	____	____	____	____	____
REVENUES					
Gifts and contributions	____	____	____	____	____

(*) Less than $500,000

Note: Details may not add to totals because of rounding

The cost of the bill fall within budget function 500.

Basis of Estimate

This bill authorizes appropriations for several new programs. The amounts authorized for 1994 are stated in the bill. Beyond 1994, such sums as may be necessary are authorized for all programs. Amounts authorized for 1995 through 1998 are estimated by increasing the amounts specified for 1994 by projected inflation.

Estimated total outlays assume that the estimated authorizations are fully funded at the beginning of each fiscal year. In addition, the estimated outlays reflect spending patterns of similar federal programs. The details are stated below.

National Education Goals Panel

S. 1150 authorizes appropriations of $3 million in 1994 and such sums as may be necessary in 1995 through 1998 for a National Education Goals Panel.

Appendix B

NEGP Testimony

National Educational Goals Panel
July 27, 1993

Martha L. Thurlow
National Center on Educational Outcomes

I have been asked to speak about standards and what they may mean for students with disabilities. I do this not as a person with a disability nor as the parent of a person with a disability. I speak as someone who has been involved with people with disabilities, primarily children and youth, in a professional role for more than 20 years, and who now is working at the National Center on Educational Outcomes to address some of the issues being discussed today.

When I was in school, most children with disabilities were not there. In fact, few adults today had the opportunity to go to school where students with disabilities and typical students learned side by side. This means that most adults are not aware of youngsters with disabilities who are in our schools today.

Diversity of Students with Disabilities

Before talking about standards, it is very important to recognize that there are many kinds of disabilities and that they are all represented in our schools today. Youngsters with relatively severe mental impairments and physical disabilities used to be in institutions, but today they are in schools, often in their own neighborhoods. Many of the youngsters with disabilities in schools today have learning disabilities that make it difficult for them to learn to read or to compute math problems. Some of the youth with disabilities have severe emotional disabilities that make it difficult for them to even get themselves to school, much less attend to the classroom lectures. Some students are deaf, some are visually impaired, and so on.

Part of the problem with talking about any issue in relation to students with disabilities is that these students have a tremendously wide range of characteristics. They cannot be characterized by a single intelligence level, for some have very high levels of intelligence and some have very low levels of intelligence. They cannot be characterized by the nature of their problem, because some have difficulty seeing, some have difficulty moving, some think about things in ways that we do not view as typical, and some have multiple areas of disability. Truly, students with disabilities reflect a great range of diversity in our schools today. This range is not going to decrease. We have now entering schools more children with a history of abuse, poverty, cocaine births, and other conditions that often lead to a need for special education services.

Students with disabilities make it a little more difficult to think about how to define standards of excellence and how to measure our progress in reaching those standards. But, they must not be excluded or ignored.

Considerations and Concerns

I want to speak today about what some of the concerns of the disability community might be related to the national education standards that are proposed in *Goals 2000*. I should say first, however, that I have talked to numerous individuals in the past few weeks, and despite any concerns that they express, they are unanimous in the belief that students with disabilities must not be excluded from the standards.

I applaud the notion of high standards. I believe that educators who work with students with disabilities applaud the notion of high standards. I know that the parents of students with disabilities applaud the notion of high standards. **It is important to have high expectations for all kids**.

I agree with the notion that it is possible to have standards for all kids in our schools. This does not mean that we need to "lower the education bar" as suggested in a recent issue of U.S. News & World Report. **It does mean that all students in our schools today can do better than they are now doing**.

One concern about standards is that the effort does not seem to recognize a range of performance. The diverse characteristics of students with disabilities means that not all students will do well. Furthermore, it will not be easy to separate those students who will do well from those who will not.

Let me give you some examples . . .

Just the other day, I spoke to the mother of a nonverbal student with severe cognitive disabilities, with a measured IQ of 45. Last November this student used a communication board to "tell" her mother about the positions of the two presidential candidates on several issues. This student was able to pass a multiple choice test in geography this spring because she was allowed to have someone help her read the test and answer by pointing to the correct bubble. She was held to high expectations and she made leaps that surprised many.

On the other hand, I have been talking to students who have dropped out of school, students with learning and behavioral disabilities. They tell of their frustration with school, of not having any understanding of the coursework that they have to take in order to graduate, of being held to high standards that they think they have no chance of ever reaching. These students have given up. The standards that they are expected to reach are so far from where they are that these students think that it is better to quit than to try.

While these may not be typical cases, the message is that we can never be sure of the levels that students will attain. Low expectations have tragic consequences for many students. Still, we must realize that there are some students who enter schools with significant disabilities that will make the achievement of certain standards possible only after intensive effort and extended time periods.

There is not a simple relationship between a student's characteristics and the probability that the student will reach high standards. It would be unwise to hold some categories of students to the standards but not other categories of students.

Another concern about standards is that the accommodations and adaptations needed for students with disabilities will not be provided. Modifications are needed both in the instruction that is provided to help students meet the standards, and in the way that attainment of the standards is demonstrated. The need for accommodations and adaptations will depend both on the characteristics of the individual student and on the nature of the standards. In the standards that are currently being developed, there is a great deal of variability in the way they are stated. Some standards are more amenable to flexible interpretation than others. Local schools also might embrace the notion that standards are a core that could be added to -- in order to broaden the content areas.

Some students with disabilities can be expected to achieve standards without any accommodations or adaptations, while others will need considerable modification to reach them.

Another concern about standards is related to assessment. I believe that we must measure all students when we seek to monitor progress in reaching content and performance standards. This measurement will be a challenge because in the past our nation has usually decided not to measure those individuals who are not easy to measure. In NAEP almost 50% of students with disabilities are excluded. And, it is too likely that **if students with disabilities are left our of the picture here, they will be left out of important educational reforms as well. "Out of sight is out of mind."**

We need to be accountable for all students in the standards efforts. This is what Kentucky has done by including the scores of all students in their reports of results, even those 2% of the students who are assessed using alternative formats because of their severe cognitive disabilities. We must include all students in the assessment of the extent to which standards are being reached. This means that students with disabilities should be considered as we develop assessments of standards.

Strategies

What are some **strategies** for ensuring that standards of excellence are for all students?

1. **Include individuals with disabilities or those who are familiar with disability issues when developing standards and assessments of standards**. The goal is not to dummy down the standards but to help state the standards in ways that promote the use of accommodations and adaptations that will be needed for students with disabilities. Develop measures so that the use of accommodations and adaptations is part of the assessment and does not lead to questions of the technical adequacy of the measures.

2. **Consider an array of alternatives for making the standards appropriate for all students with disabilities**. The IEP is a logical and existing mechanism for doing this, but it must be used carefully. An IEP team might be used to determine what accommodations and adaptations are needed for the individual student, in either the nature of the standard or the way that attainment of the standard is demonstrated. Guidelines like those currently under consideration with the National Center for Education Statistics will need to be developed.

3. **Include the performance of all students in accountability for achievement of standards**. Regardless of what is done with the individual student, insist on increases both in the average levels of performance, and in every quartile as well. The students at the bottom must show increases along with the students in the middle and at the top.

4. **Remember that the important thing is progress toward the standards**. All students may not do well, but all students should demonstrate progress toward the standards. And, this progress should be documented for all students.

National Education Standards and Students with Disabilities

Issues

Goals 2000: Educate America Act calls for voluntary national educational standards, particularly in the basic skills areas. In previous standards-setting efforts, students with disabilities often have been left out of the picture. Questions have been raised about whether we should have a separate set of standards for students with disabilities, or whether all students should be included in a system of standards that allows for flexibility and accommodations.

Considerations and Concerns

- Students with disabilities have a tremendously wide range of characteristics that complicate discussions about standards. Not all students will do well. Furthermore, it will not be easy to separate those students who will do well from those who will not.
- It is important to have high expectations for all students. All students in our schools today can do better than they are now doing.
- Some students with disabilities can be expected to achieve standards without any accommodations or adaptations, while others will need considerable modifications to reach standards.
- If students with disabilities are not included in the assessment of standards, they are likely to be left out of important educational reforms. Students with disabilities should be considered during the development of these assessments, and accommodations and adaptations must be provided during assessments.

Facts

- Most current standards-setting efforts are not attending to the issue of disability (e.g., only the science standards-setting group has actively sought the involvement of individuals with disabilities, yet it has not included them in writing the standards).
- Standards are based on knowledgeable opinion rather than on empirical investigations about reasonable expectations.
- There is little relation between what is taught to students with disabilities and what is measured relative to the national math standards. This probably reflects the situation in other content areas as well.
- Standards lead to tests, and current large-scale assessments exclude students with disabilities (e.g., NAEP 1990 state exclusion rates ranged from 33% to 87%).

Strategies

- Include individuals with disabilities or those who are familiar with disability issues when developing standards and assessments of standards.
- Consider an array of alternatives to make standards and the assessment of standards appropriate for students with disabilities (e.g., at the local level, provide training and use the IEP as a mechanism for defining appropriate accommodations and adaptations needed for individual students).
- Include the performance of **all** students, including all students with disabilities, in the accountability system for the achievement of standards.
- Focus on progress toward the standards and document the performance of students with disabilities in reports on progress.

Statement to the National Education Goals Panel by Martha L. Thurlow, Ph.D., Assistant Director, National Center on Educational Outcomes, University of Minnesota, July 27, 1993.

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